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ABSTRACT

A research project assessed the changes in the balance and perceived quality of curricular provision resulting from work-related non-advanced further education (WRNAFE) consultative planning in Great Britain. The research involved detailed analysis of the plans and programs of a sample of 21 local education authorities (LEAs) in England and Wales; close contact with officers of a small group of authorities within the sample; mailed national surveys; establishment of a database providing national statistics on enrollment patterns in occupational groups for the period 1984-87; and a series of linked studies of cross-curriculum aspects of provision. The study found that all LEAs created planning frameworks that provided for: new approaches to consultation, particularly with industry; systematic collection and collation of labor market information; preparation of revised forms of resource allocation; and creation of monitoring and evaluation procedures. The most noticeable changes during the review period were observed in 11 areas of curriculum provision concerning enrollment increases, nonqualification courses, slightly increased female enrollment, increased enrollment of students over 25 years old, lack of parallels between growth of industries and training for them, and trends toward further education colleges responding positively to identified trends in the labor market. Continued and enhanced future planning efforts were recommended. (KC)

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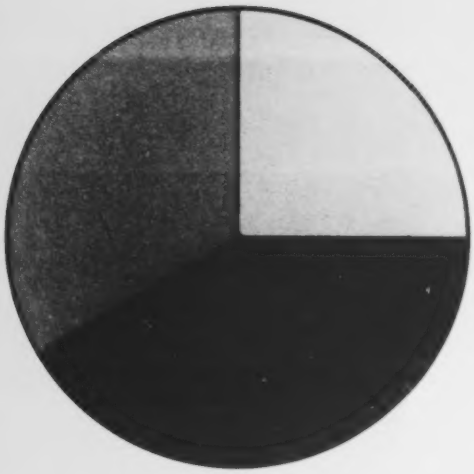

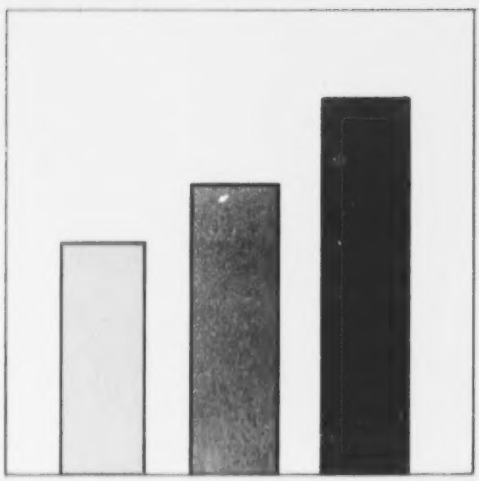

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PLANNING A CURRICULAR RESPONSE

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PLANNING A CURRICULAR RESPONSE

An assessment of changes in the balance and perceived quality of curricular provision resulting from WRNAFE consultative planning

Malcolm Cribb
Ken Dixon
Roy Price

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RP311

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FOREWORD

The FEU research project which led to the production of *Planning A Curricular Response* was designed to assess, on a national basis, the changes in the balance and perceived quality of curricular provision resulting from Work-related NAFE consultative planning. The report does this in detail and contains a wealth of statistical information, covering the whole range of Work-related NAFE. It will be of clear value to all concerned with education and with training, both of which are being increasingly recognised as of vital importance in national and local contexts.

Planning A Curricular Response is, however, far more than a descriptive document. Its conclusions contain many indications about possible policy options and developments, and these should be of interest to all bodies and individuals involved in the planning, delivery and use of further education, now and in the future.

The nature and scope of the project were such as to make considerable demands on all who assisted in the work. Particular thanks are due to the LEAs and their staffs, whose help was required at the very time when they were subject to all the pressures and difficulties caused by major educational developments, including the preparation for, and the implementation of, the 1988 Education Reform Act. There were 21 LEAs assisting in the project sample, which was of basic importance in the formative stages of the project, and the great majority of LEAs responded to the national surveys which it was necessary to organise.

The success of the project has depended largely on the amount and quality of the work carried out by our distinguished project team, Ken Dixon and Roy Price, and by our Secretary and project co-ordinator, Malcolm Cribb. A substantial debt of gratitute is owed to them. We are also indebted to Christine Ward of Guildford Educational Services for obtaining and assisting with analysis of the data which has formed an essential basis for much of the report.

As work on the project has proceeded, it has been possible to provide an in-put to staff development conferences and also, thanks to the efforts of various consultants named later in the report, to produce a series of bulletins on a number of topics related to WRNAFE. Much appreciation has already been shown of these informative bulletins, which have preceded the production of the final report.

I should finally like to thank personally and most warmly all the colleagues from a wide variety of backgrounds who have served with me on the Steering Committee and who have given so much help in so many ways over a considerable period of time. Their work and their encouragement have been essential to the success of the project and to the production of *Planning A Curricular Response*.

W H Petty
Chairman of the Steering Committee

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1. GENESIS OF THE RESEARCH

The White Paper

1.1 In January 1984, the Government published *Training for Jobs*, a White Paper with the declared objective, *inter alia*, of making public sector provision of vocational education and training 'more responsive to employment needs at national and local level'.[1] By implication, the further education colleges provided by local education authorities were not responding sufficiently quickly and flexibly to the changing needs of industry, commerce and the public services. It was the Government's view that local authorities required greater incentive to relate their provision of work-related non-advanced further education not only more closely to client needs but also in the most cost effective way.

1.2 To provide that incentive, the Government had decided to give the Manpower Services Commission (MSC) — now the Training Agency — greater purchasing powers within the area of non-advanced further education (NAFE). This would increase the Commission's purchasing power in NAFE by ten percent so that it would, in total, account for about a quarter of the provision in that area. The resultant reduction in local authority expenditure would be taken into account when the relevant rate support grant was settled.

1.3 The Local Authority Associations (LAA) immediately voiced their opposition to this policy, arguing forcefully against the transfer of resources from LEAs to the MSC, and criticising the intervention of central government in the powers and responsibilities of local government. Additionally, they defended their colleges and sought to show that the colleges, particularly over recent years, had demonstrated both their capacity to perceive local needs and their flexibility to satisfy them. Her Majesty's Inspectorate (HMI) pointed to the 'rich and complex tapestry of non-advanced further education provision built up and modified over the years to meet the changing needs of industry, commerce, the public sector and students'.[2]

MSC/LAA Policy Group

1.4 Following a difficult period of consultation between MSC and the Local Authority Associations, it was agreed to establish a joint MSC/LAA Policy Group to review work-related NAFE and to make recommendations on ways in which the new policy might best be implemented. Anxious to avoid both the construction of a complex bureaucracy and the need for protracted negotiations over the costing and pricing of provision, the Policy Group felt that the most beneficial way to proceed would be through a consultative approach to systematic planning. They recommended that local arrangements for the provision of work-related NAFE should be based on a three-year development plan — rolled forward annually — agreed by the LEA following consultation with MSC, local employers, trade unions and other relevant parties. Set within the plan's strategic outline there should also be an annual programme identifying specific items of work-related NAFE provision to be developed during the first year of the plan's operation. Once agreed with MSC, the programme

should form the basis of a contract between the LEA and MSC, and that would allow for the flow of funding from MSC to the LEA.

1.5 Acceptance of the Policy Group's recommendations by all the constituent bodies, and endorsement by the Secretaries of State for Employment, Education and Science and Wales, led to the setting up of a NAFE Implementation Group (NIG) 'to help and advise MSC on the necessary administrative procedure for implementing the recommendations.'[3] It was within NIG, on which the Further Education Unit (FEU) was represented, that detailed discussion preceded the publication of *Work-related NAFE: A Guidance Handbook* containing guidance for LEAs. Thus it was that in the Autumn of 1985 all the LEAs in England and Wales embarked upon the preparation of development plans for their work-related NAFE provision over the three-year period 1986–89 and annual programmes for the academic year 1986–87.

The Project

1.6 In its role as a national focal point for further education curricular matters, the FEU had responded to *Training for Jobs* by reaffirming 'its policy of supporting the further education curriculum within the total balance of education and training'.[4] Consonant with that policy, the Unit had indicated to the MSC/LAA Policy Group the need for FEU to 'be concerned with evaluating the curricular impact'[5] of the White Paper. Hence the establishment in September 1985 of an FEU research project of which *Planning A Curricular Response* is a major outcome.

Aims and Methodology

1.7 The project's aims were 'to assess the changes in the balance and perceived quality of the NAFE provision'[6] that resulted from implementation of the MSC/LAA agreement based on the recommendations of the Policy Group. This was achieved by a three-man team observing the arrangements to create work-related development plans and annual programmes in a sample of 21 LEAs (see Appendix 1), the evidence being augmented by a more detailed and formative appraisal of the design and effectiveness of the plans and programmes of a small group of authorities within the sample. Selected to be representative of the national scene, 19 LEAs were drawn from the English regions and 2 from Wales. Each MSC region (except Scotland) was represented in the sample. Of the 19 English LEAs, 8 were metropolitan district authorities and 11 were non-metropolitan counties. There were both single-college authorities and multi-college authorities. They covered areas of both high employment in developing industries and high long-term unemployment. Findings from the sample analysis were checked against a national dimension provided by postal questionnaires to all LEAs.

1.8 Statistical analysis was an important aspect of the project methodology. With the co-operation of the DES Statistical Branch at Darlington and the Welsh Office, discrete statistics — based on the Further Education Statistical Record (FESR) — were collected for the work-related NAFE provision of each LEA in the sample, and the total for all LEAs.

1.9 The project was carried out by a team consisting of a co-ordinator — on secondment from the MSC — with considerable knowledge gained from working within the Commission, and two consultants who brought to the project, respectively, long

experience in senior management positions in local authorities, and expertise in college management and curriculum development. The study was guided and its progress monitored by a representative Steering Committee, full details of which are given in Appendix 2.

REFERENCES

1. *Training for Jobs*, (Cmnd 9135), HMSO, January 1984, para 43.

2. HMI, *Paper on Non-advanced Further Education*, prepared for the MSC/LAA Policy Group, March 1985, para 1.3.

3. MSC, *Work-Related NAFE : A Guidance Handbook*, October1985, para 1.3.

4. FEU, *Response to the White Paper: Training for Jobs*, May 1984.

5. FEU, *Paper on the Curricular Implications of Training for Jobs*, prepared for the MSC/LAA Policy Group, March1985, para 6.

6. FEU, *Project Information Bulletin: RP311*, July 1985.

2. A DEVELOPING PROJECT

Liaison with LEAS

2.1 Owing to the schedule set for completion of the initial development plans, the first planning round was, inevitably, a difficult period for most LEAs. A few authorities, faced with resourcing problems and potentially dramatic changes in client groups, had already identified a need for planning and had engaged themselves in the process before the MSC/LAA agreement was reached. However, in many cases, authorities had been accustomed to delegating considerable responsibility for planning to their colleges and therefore did not have, *in situ*, the necessary procedures at authority level. Additionally, authorities found that the requirement to produce a development plan in such a short time placed a heavy burden on their staffing resources. Not infrequently, this problem was solved by temporary — and in some cases permanent — secondment of a senior member of a college management team to authority staff.

2.2 Neither *Training for Jobs* nor subsequent documents had provided widely accepted definitions of work-related NAFE. Many LEAs pointed to the fact that the concept of work-relatedness is as dependent on a student's motives in pursuing a course as it is on the nature of the course itself. Some saw an emphasis on local labour market information — even when, in exceptional cases, reliable and co-ordinated information could be obtained — as being to some extent limiting since a central purpose of NAFE is to equip people with the knowledge, skills and adaptability to pursue the work of their choice, wherever it may be found. Other authorities saw the limiting of a plan to work-related NAFE as an undesirable restriction, raising the conflict of a narrow aim with the wider duties placed on LEAs by the 1944 Education Act.

2.3 In these difficult circumstances the members of the project team found themselves fully involved in the uncertainties of the first round of work-related NAFE planning. LEAs in the project sample found the consultants could offer support by passing on examples of good practice beginning to emerge elsewhere, and could also offer reassurance that many authorities were experiencing similar difficulties over timing. Thus mutual benefits resulted in a continuing consultative relationship between LEA planning groups and the project team.

2.4 In the second and subsequent planning rounds, liaison visits to the sample LEAs were less frequent, the work being restricted to monitoring the progress of objectives set by authorities and investigating interesting new planning practices, wherever they were developed. However, in a small number of authorities, the close liaison established during the first planning round was maintained throughout the project. In those authorities, the project consultants attended meetings of WRNAFE planning groups — with a variety of titles — and occasionally assisted particular sub-groups such as, for example, those engaged in monitoring and evaluation.

Formative effect

2.5 The extent of the formative effect of such liaison is difficult to establish, but LEAs undoubtedly benefited from the two-way flow of information. Additionally, the project consultants contributed to national conferences and to staff development events conducted by authorities both within and outside the project sample.

National surveys

2.6 On three occasions, 1986, 1987 and 1988, the project team conducted a postal survey of WRNAFE planning processes in all LEAs in England and Wales. An encouraging feature of this part of the research was the ready co-operation of authorities' officers, resulting in a series of excellent responses of between 85 and 90 per cent. In addition to providing comprehensive national information, these surveys repeatedly confirmed that experiences within the project sample were replicated nationally and that therefore the sample continued to be representative of the overall scene related to WRNAFE.

College surveys

2.7 In September 1986 and September 1987, the project team visited a number of colleges maintained by authorities in the sample. On both these occasions, interviews were conducted with a range of college staff from senior management to course tutors to determine their perceptions of WRNAFE planning. In order to achieve the maximum number of interviews during the student enrolment period, the project consultants were assisted by FEU Development Officers who carried out similar interviews on their visits to colleges, some of which were outside the project sample. The primary objective of these college surveys was to determine how far priorities set in LEA plans had been communicated to college staff and the extent to which any planned changes were being effected.

Importance of statistics

2.8 The importance of establishing a database through which curriculum change at both macro and micro level could be monitored was recognised at an early stage in the project. In particular, recognition was given to the need to establish which curriculum changes were in train prior to the establishment of the new planning procedures as well as identifying changes that occurred subsequently.

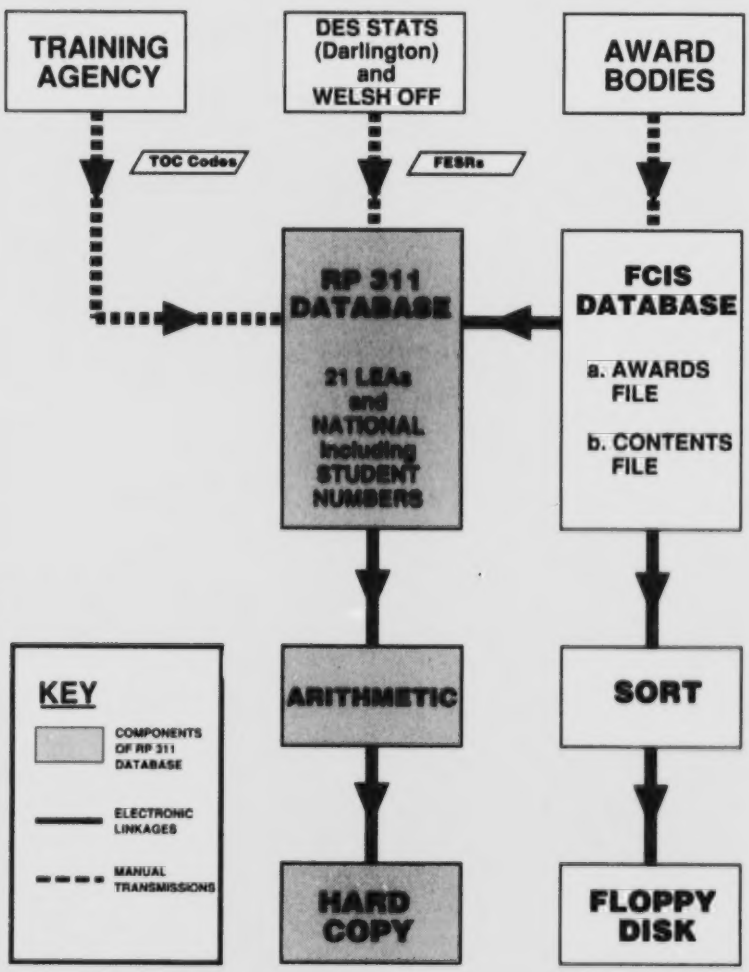
The database

2.9 At an earlier date, Guildford Educational Services (GES) had developed for the FEU a Further Education Curriculum Information System (FCIS), regularly revised, comprising two computerised libraries of data, one for awards and one for content. The former lists the qualifications of the main national and six regional further education examining and validating bodies. The latter contains, for each unit or module within the awards, the curriculum content, design length, level, assessment method and source documents. Both these libraries incorporate a computerised sort and video display system. However, the FCIS, currently marketed in abbreviated form by GES as the Further Education Qualifications (FEQ) database, does not contain details of student numbers.

2.10 Whilst the FCIS provided a valuable source of information for the project, the absence of student numbers and the limited arithmetical capability of the program software meant that it could not meet fully the project requirements for curricular analysis. This was further emphasised by the early introduction of the

Training and Occupational Classification (TOC) into WRNAFE monitoring. GES was therefore commissioned to establish a statistical database of NAFE enrolments in the project sample authorities and the total for all LEAs. The configuration of the computerised project database is shown in Figure 1. Using a program written in dBase, the new database is held on hard disk on a free-standing Apricot Zen microcomputer housed at and maintained by GES. Information for the database is received from two major sources. Relevant fields from the FCIS awards library are downloaded electronically. Enrolment statistics are supplied on microcomputer floppy disks by the Statistics Branches of the Department of Education and Science and the Welsh Office.

FIGURE 1 FEU Project (RP311) Database — maintained by Guildford Educational Services



2.11 Collecting and collating enrolment figures through the FESR is, in any case, a protracted procedure. Add to this the transfer time between DES and GES and the time required to tranpose the statistics into TOC categories, and it became inevitable that delays in computer output would prove substantial. Hence, in order to provide information over an acceptable span of years, the original timescale for the project was extended by an additional twenty months

2.12 The database currently covers four academic years, 1984-85 to 1987-88 inclusive. The main classification of subject area used is the TOC classification, using both the 17 major occupational categories and their sub-divisions. Allocation of a course code — using the FESR seven digit code — to a TOC sub-division within the database is made in accordance with the guidelines established by MSC for that purpose. Whilst the exercise is limited to NAFE, within that field enrolment data is obtained not only for courses leading to the awards of the major examining and validating bodies, but also for courses leading to college awards and, indeed, for those not leading to specific qualifications.

Database capability

2.13 In addition to occupational classification, the database has the capability to provide breakdowns of enrolments by:

- gender
- age, three groups: 16-19
  20-24
  25+
- mode of study, five groups: full time
  block release
  part time day
  evenings
  open/distance learning.

Limitations of FESR

2.14 Enrolment figures collected in the FESR have well-known limitations. However, the basis for collecting the figures has remained constant throughout the project, enabling comparison of figures from year to year to provide a valid indication of the most significant trends. There is, of course, one weakness in the data that is particularly relevant to this research: the omission of enrolments on short courses, the provision of which is one of the major manifestations of a responsive college policy. It is the absence of short course enrolments in FESRs that has recently led to the DES instituting a new and comprehensive data collection system for short courses based on a taxonomy developed by the National Foundation for Educational Research.

Linked Studies

2.15 There were, then, initially two main strands within the research project that led to *Planning A Curricular Response*. First, case studies at local level and surveys at national level provided information on the overall approach to development planning and the formulation of annual programmes. Secondly, figures on enrolments over a number of academic years were compiled in a statistical database to assist in mapping curriculum trends. However, as the project developed, it became necessary to gain other perspectives, particularly on those curriculum issues which cut across occupational classification. Thus a number of linked special studies were set up in which additional consultants were

commissioned to report on a range of WRNAFE issues, including: short courses; flexible provision; special needs; provision for the unemployed; gender participation; the rural economy. (See Appendix 3) Their reports have contributed both to the findings presented in later chapters of this report and to the production of interim project bulletins.

Bulletins

2.16 Whilst the publication of *Planning A Curricular Response* was always seen as a major outcome of the research project, it was nevertheless realised at the design stage that it would, of necessity, be some considerable time before it was available. From the initiation of the project, therefore, it was decided to publish interim reports at appropriate stages throughout the project. These interim reports have been published in a series of eleven bulletins, some of which cover planning issues whilst others provide curriculum perspectives. (See Appendix 4) All the bulletins were intended to have a formative role. Those on planning reported good practice in planning procedures as seen in the sample authorities and confirmed in national surveys. Those on curriculum perspectives reported some early trends based on information in the database, and good practice as observed in the linked studies. The bulletins were well received and there is evidence of their use both in local planning groups and in staff development exercises.

2.17 Detailed analysis of planning issues and trends in curriculum change over a four-year period form the themes of the following two chapters.

3. NEW PLANNING PROCESSES

WRNAFE planning begins

3.1 Following the arrangements agreed between MSC and the Local Authority Associations in mid-1985, all LEAs in England and Wales set in motion the processes required for preparing three-year WRNAFE development plans and annual programmes. Although the genesis of the agreement remained controversial, no authority seriously questioned the desirability of strategic medium term planning of its provision.

3.2 Whilst there was no attempt to impose a standardised plan format on LEAs — indeed such a move would have been fiercely resisted by the authorities — nevertheless guidance on content was seen as acceptable. The MSC/LAA Policy Group, in its Report, had offered general advice on the main items to be covered by a development plan. However, in October 1985, following detailed discussions with LAA representatives in the NAFE Implementation Group (NIG), fuller guidance was offered by the MSC in *Work-Related NAFE : A Guidance Handbook*.

Guidance on plans

3.3 The Handbook suggested that development plans should review arrangements for consultation, with particular reference to liaison with employers and groups of employees. This should be complemented by an analysis of labour market needs related to areas of educational provision. Following a review of existing provision, there should be an evaluation of the extent to which such provision would change in the period covered by the plan, based on labour market intelligence, enrolment trends and employer support. Linked with planned changes should be statements on priorities in staff development and an indication of the allocation of capital and revenue resources.

Guidance on programmes

3.4 The main content of the annual programme — which was to form the basis of a contract between the LEA and MSC — should, the Handbook suggested, specify, provide the rationale for and give the cost implications of: new courses; redesigned courses; existing courses; and courses that were to be discontinued. Related to this should be an outline of the arrangements for monitoring the implementation of the programme. Other elements to be covered included: staff development initiatives; proposals for developing new modes of delivery; institutional changes; major items of capital expenditure; changes in marketing activities; and improvements in management information systems.

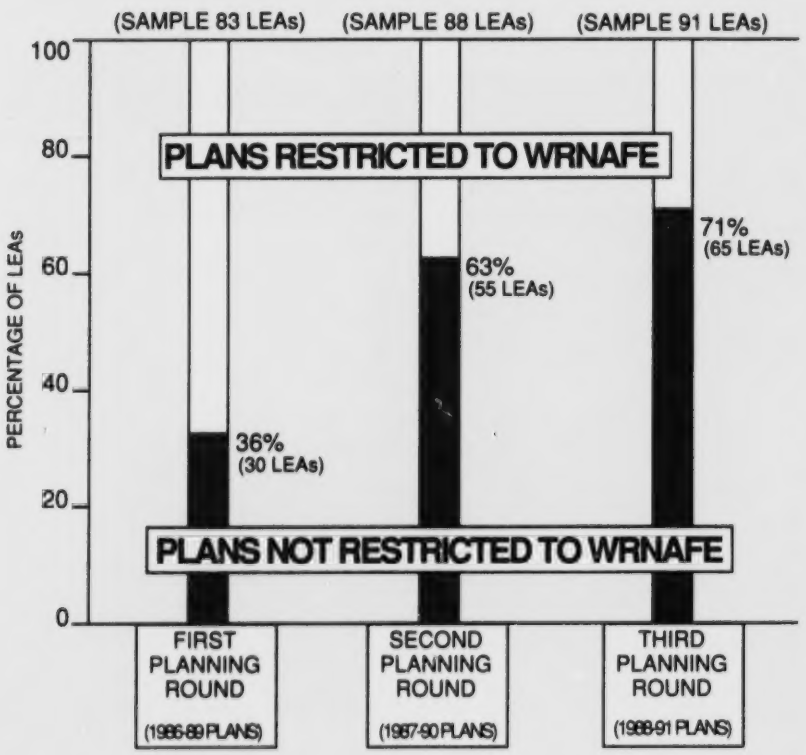
Initial plans

3.5 The time-scale for preparation of the first plans was, for the majority of LEAs, manifestly too short. Many of the plans contained sections that were little more than statements of intent or agendas for future action. As such they frequently lacked serious consideration in the authorities' colleges and, perhaps less frequently, provoked antipathetic attitudes on the part of college staff. Nevertheless, all authorities set in motion planning processes that would lead by the third planning round — the preparation of the 1988-91 plans — to significant and influential documents.

Widening scope of plans

3.6 From the outset, a small number of authorities sought to widen the scope of their development plans beyond WRNAFE, and the number steadily increased throughout the period of study. In the third round of WRNAFE planning nearly three quarters of the LEAS in England and Wales included the whole of NAFE in their plans for 1988-91, incidentally placing themselves in a favourable position to undertake the wide scope of strategic planning envisaged in the DES guidance on the schemes of planning and financial delegation required by the 1988 Education Reform Act.[1] In 1988, 17 authorities prepared development plans which covered all their post-16 provision. They thus underlined the importance of considering provision for 16-19 year olds as a whole[2] and stressed the indivisibility, in planning terms, of wide-ranging provision for those over 19, much of which is valuable in relation to present or future employment and yet defies specific definition in terms of work relatedness.

FIGURE 2 Percentage of LEAs widening the scope of their development plans in the initial rounds of WRNAFE planning



Elements of planning

3.7 Whilst the scope of their development plans may have varied, all LEAs established planning frameworks which, in the main, had similar elements. The new planning processes, set in motion in 1985-86 and developed through the second and third planning rounds, provided for:

- innovative approaches to consultation;
- systematic collection and collation of information;
- revised forms of resource allocation;
- precise monitoring and evaluation.

3.8 In developing new approaches to liaison with industry, authorities opted for either centrally led mechanisms or central co-ordination of college consultative processes. In tackling the seemingly intractable problem of collecting, recording and systematically collating relevant labour market information, authorities made use of a range of sources, some more effective than others. Comprehensive computerised management information systems remain at a preparatory stage and it is obvious that their implementation requires an incremental approach. Although some authorities have sought to implement revised forms of resource allocation, the impact of the planning process has been impaired by the difficulty of linking it with the budgeting process. The two cycles, in many cases, have apparently been unsynchronised. Monitoring systems for plans and programmes have been effectively developed, but evaluation methodology remains at an elementary level.

3.9 Such major planning issues are now surveyed in greater detail.

CONSULTATION

Liaison with industry

3.10 Since the issue of LEA responsiveness to industrial training needs underlay the arguments expressed in *Training for Jobs*, it was not surprising that the MSC/NIG guidance on WRNAFE development planning should stress the importance of consultation and, in particular, liaison with industry.

3.11 Liaison with industry, commerce and the public services has always been regarded as an essential feature of the further education service. Indeed, representatives of employers and employees have for many years played significant roles in all the committees of major further education examining and validating bodies. In the regions, there has been similar representation on the Regional Advisory Councils. At local level — the focus of this study — liaison has, in the main, traditionally been undertaken through colleges in that the widest possible formal industrial representation has been sought in both college governing bodies and departmental advisory committees. Informal consultation at local level has occurred through a multiplicity of personal contacts between college staff and local employers.

Governing bodies

3.12 Following the 1968 (No.2) Education Act, the DES advised LEAs to provide for strong industrial representation on new college governing bodies by substantial inclusion of representatives of employers, the professions, trade unions and,

where appropriate, industrial training boards.[3] But by the very nature and practice of college government, certainly up to the implementation of the 1988 Education Reform Act, it has often been difficult for industrial representatives to play a formative part. For example, there has often been lack of consultation on the setting of agendas and frequent inclusion of items for endorsement only. Service on governing bodies has, consequently, not always been attractive to employer representatives at the level at which policy decisions are made in companies. It has also been difficult to recruit and secure regular attendance of individuals with wide-ranging knowledge and experience in industry complemented by a perceptive view of vocational education and training. Departmental advisory committees have had variable success. Tending to meet infrequently, with agenda items usually initiated by college staff, these committees have been 'inclined to follow rather than lead college thinking.'[4] Their effectiveness was questioned in a progress report of the DES College — Employer Links Project (CELP).[5]

Staff contact

3.13 The contact with industry that results from the continuing dialogue between college staff at departmental head and course tutor levels and their students' employers has, in many cases, been effective, and continues to be so. There has, however, been a growing realisation that rapidly changing training needs demand that the results of such contacts are appropriately collated and managed. Additionally, there has been a gradual awareness that most small firms and, indeed, many medium-sized firms — often lacking any substantial contact with further education colleges — have difficulty in articulating their training needs. This has called for a new approach from the further education service.

New intentions

3.14 In their first WRNAFE development plans, LEAs listed the organisations consulted and they pointed to the strengths of existing consultative links. Nevertheless, most authorities recognised the varying effectiveness of those links and therefore most of the initial plans indicated an intention to both strengthen existing consultative processes and develop new ones. Given the relative autonomy in planning previously enjoyed by colleges, there was an urgent need in many LEAs either to institute consultative practices at authority level or to develop procedures for collating college consultative results at authority level.

3.15 The pursuance of improved relationships with employers and other representatives of industry is a vital ingredient in the planning of WRNAFE and was considered in detail by the project team. However, for many LEAs this did not preclude them from consulting wider community interests. It was recognised in *Quality in NAFE*, linked with this study, that 'the customer of WRNAFE can be society at large ... individual employers or individual students,' and that further education colleges exist to serve a 'wide and complex market.'[6] Embracing a wide definition of the WRNAFE customer, this study has noted instances of consultation with community interests in which the focus has been on gaining employment. These are highlighted in project bulletins linked to unemployment, special needs and the rural economy. (See Appendix 4).

3.16 Consultation with industry may be activated at a number of points during a continuous planning process. Authorities have sought views from industry on the initiation of new developments, on the plans at draft stage, and on subsequent implementation of plans. This has required a variety of approaches, and in making these approaches authorities have generally sought to utilise existing consultative networks, strengthening them where necessary and building in new elements as integral parts of a total structure.

Decentralised approaches

3.17 Some large shire counties — particularly those with districts of diverse economic character or with more than one travel-to-work area — have developed a consultative strategy in which the main thrust is decentralised. In one county in the north west, district planning teams are centred on and serviced by the further education college that primarily serves the district. Such a structure aims to ensure that each college not only retains its links with neighbouring industry but also strengthens them. In this case, college development plans, which are essentially district plans feeding into the authority's plans, are subject to a range of district and college consultative groups. It is interesting that in our 1988 national survey*, 84 LEAS reported the existence of college/ departmental advisory committees, despite the questioning of their utility reported earlier*. Whilst 22 authorities rated them as as ineffective, 60 thought them effective and 2 very effective. Their effectiveness will, of course, depend not only on the expertise and experience of their members, but also on the manner in which they are serviced by the colleges.

* see para 2.6

* see para 3.12

Sector groups

3.18 A growing number of authorities seek to enhance their consultative processes by reviewing their WRNAFE provision through TOC sector — and specialised cross-sector — groups. They are composed of appropriate college staff drawn from across an authority's colleges, with relevant industrial and community interests represented and, in some cases, careers officers. Whilst the operational mechanisms of these groups may vary from one authority to another, their basic working mode is firstly to draw up preliminary reviews of provision within their sector, or cross-sector aspect, and link with this review a number of proposed developments, including target numbers of students. They then, through authority channels, consult more widely within the authority's area before finalising their review and developmental recommendations and feeding them into the authority's plans. In our 1988 national survey, the use of this method was reported by 53 LEAs, of whom 45 rated it as effective or very effective.

3.19 A considerable number of authorities circulate a consultative document whilst their plan is still at the draft stage. In some cases it may be a relevant section of the draft, in others it is a specifically prepared summary, whilst yet other authorities circulate the entire draft. However, the results of our 1988 national survey suggest that the majority of those authorities using this mode of consultation find it ineffective, with under half of LEAs rating it as effective or very effective. The timing of such a document and the manner in which response is encouraged are obviously important elements leading to success in this kind of exercise. An authority in the north west reported in its 1988-91 development plan that in addition to receiving help and

informative feedback from a range of organisations, a 'particularly helpful response came from the Chamber of Commerce and Industry who set up a small working group of members of their education and training committee to consider the consultative document.'

LEA Advisory Committees

3.20 The use of advisory committees at authority level was developed over the period covered by this study. A metropolitan authority in the north makes use of a long standing Industrial Advisory Committee whose minutes are now reported both to the Planning Committee and to the Education Committee's Post-16 Sub-Committee. A shire county in the north west now makes enhanced use of an Industry Consultative Panel, a well established advisory body set up by the authority's Planning Department. In response to a request by the Education Department, the Panel set up a sub-group to advise on a range of educational issues of importance to employers, including the provision of WRNAFE in a cross-county context. An authority in the north established a WRNAFE advisory committee to advise the Chief Education Officer, seeking strong representation from senior people on both sides of industry.

Consortia

3.21 In seeking to make greater contact with employers, many LEAs have seen a need for a marketing strategy which embraces their consultative processes at authority level, thus complementing the marketing activities of their colleges. Such strategies take a variety of forms, but a common move is the establishment of consortia, some of which are the outcomes of Local Collaborative Projects (LCPs). They may be consortia of the authority's colleges or they may have a wider ambit, taking in also non-authority provision. For example, an authority in the south west has set up a consortium embracing all its colleges and an engineering training centre. Aiming 'to identify and meet new training needs in industry and commerce' the task of the consortium's central unit is to market the training services of the consortium as a whole.

Central marketing Units

3.22 Other authorities, in some cases building on a College-Employer Links Project, have set up central marketing units under a variety of titles. For example an authority in the north east has formed a Training Agency which, among other activities, publishes a Training Opportunities Directory listing areas of opportunity in the training provision of all the authority's further education colleges. A shire county in the midlands has appointed a marketing director who acts as an intermediary between marketing personnel in the authority's colleges and the industrial liaison consultants who are managed jointly between the authority's Planning and Education Departments. A metropolitan authority in the north, having participated in the Responsive College Project, reported in its 1988-91 development plan that 'plans to set up a central marketing resource unit have received the agreement of the Education Committee and a group of the newly-appointed marketing managers from the tertiary colleges are developing cross-city marketing structures and procedures.' The new unit 'will assist with consultative processes, the nature of, and arrangements for which continue to exercise the Authority's thinking.'

Local employer networks

3.23 Additional lines of communication between LEAs and employers may be established through the Local Employer Networks (LENs), originally sponsored and funded by MSC. Launched in February 1987, and slow to get off the ground in many parts of the country, these employer-led organisations operate in partnership with local companies and employer interests. One of their roles is to consult employers about their training requirements and problems and to communicate the information gained to vocational education and training providers. These networks are still at a developmental stage and their impact on the WRNAFE planning process remains at a low level. In our 1988 national survey only 11 authorities reported involvement in LENs as employers, although 40 reported contact with LENS as providers. Of the 40 authorities, only 13 reported that LENs had been able to provide information on the training needs of organisations and individual employers not already available through other sources. However, in its 1988-91 plan a metropolitan authority in the midlands stated that its local LEN will in future 'be involved in the NAFE planning process, with LEN sector groups reviewing the NAFE sector reviews from an employer perspective.' A northern city authority reported in its plan that its colleges had 'participated in the setting up of the Local Employer Network and lecturers are currently engaged in information collection for this project.' The authority went on to indicate that it anticipated that LEN will provide 'an important resource for planning.'

Training needs analysis

3.24 Despite these moves towards a centralised marketing and consultative strategy, the results of the 1988 national survey demonstrate that more than three-quarters of all LEAs rely on market research at college level and give it a high rating for effectiveness. Most small firms and many of those of medium-size operate without adequate resource plans aligned to their business forecasts and often require assistance in identifying their training needs. Thus colleges are beginning to develop and offer a specific form of consultancy: training needs analysis★.

★ see paras 3.37 and 3.38

3.25 In conclusion, it is interesting to note that throughout the three planning rounds up to and including 1988, few LEAs reported total satisfaction with their consultative processes in that they did not produce the hard information they were seeking. In its 1988-91 plan, a south-western authority anticipated that its 'redesigned planning structure will allow far greater participation and consultation to take place.' A northern authority reported that during 1988-89 it intended 'to review existing arrangements and to establish a more systematic approach to consultation.' However, an authority in the Home Counties suggests that the 'major difficulty is establishing a system which is cost-effective yet reaches a wide audience; and which achieves real participation in the consultative processes.'

CONSULTATION WITH NEIGHBOURING LEAs

Neighbouring authorities

3.26 In the first planning round some LEAs exchanged development plans with neighbouring authorities, but there was

little evidence of positive liaison. Whilst this may be attributed to the limited time available in that first planning period, there is an undoubted need for inter-authority liaison where travel-to-work areas cut across authority boundaries, particularly in and close to the metropolitan areas. Automatic recoupment resulting from the provisions of the 1986 (No 2) Education Act emphasised this need, but it is further underlined by the 1988 Education Reform Act. The 'other bodies' referred to in Section 120 of that Act are, the DES advises, to be taken as including neighbouring LEAs.[7] By 1988, a greater number of authorities had moved towards consulting other LEAs. 45 per cent of those who responded to our 1988 national survey reported that there had been liaison with neighbouring LEAs in the formulation of their WRNAFE development plans. Of those who reported positive liaison, almost 70 per cent indicated that their proposed WRNAFE provision had taken account of the results of this liaison.

Regional Advisory Councils

3.27 The evidence of the first set of development plans, in 1986, suggested that Regional Advisory Councils (RACs) had hardly been involved, despite the fact that one of their recognised roles is to ensure unnecessary duplication of provision within their region. There are, of course, difficulties created by the lack of congruity between the boundaries of RACs and those of other regional planning structures and, indeed, of some of their constituent LEAs. Furthermore, in some regions considerable influence is wielded by non-statutory regional associations of education authorities. Despite this, the potential for RACs to make a contribution to inter-authority consultation was recognised by the MSC/LAA Policy Group.[8] Less than 20 per cent of the 1988 national survey responding authorities reported liaison or consultation with their RAC during the preparation of their WRNAFE development plans, and they were confined to a small number of regions where there was already an established tradition of close consultation. Nevertheless, 53 per cent did perceive a potential role for RACs in developing a regional dimension of planning; not, however, to give advice on planning priorities or to offer informal appraisal of plans, but to provide an inter-LEA forum for an exchange of planning experiences. A considerable number of authorities also saw a possible role for RACs in the provision of regional labour market information.

3.28 There are basically two types of information which inform the WRNAFE planning process. Labour Market Information (LMI) provides data on which responsive WRNAFE provision may be the more reliably planned. Management Information (MI) provides data which facilitates systematic allocation of resources to both development plans and annual programmes and enables monitoring — and hence evaluation — of their implementation.

LABOUR MARKET INFORMATION

3.29 Many LEAs had difficulty in coping with LMI during the first planning round and at that stage there was little information available from MSC who later confessed that its 'contribution was unable to meet the expectations set out in the Training for Jobs White Paper.'[9] Hence the first development plans often contained

detailed and unwieldy statistical tables and there was, in most cases, scant attempt to transform such unprocessed data into intelligence which would identify patterns and trends in the labour market. In consequence, most of those first plans failed to demonstrate linkages between the LMI presented and the WRNAFE provision planned for the ensuing three-year period.

CALLMI

3.30 Whilst national labour market trends undoubtedly affect all areas to some extent, LEAs believe that variation between local labour markets means that much of their planning must be based on local information. The CALLMI (Computer Assisted Local Labour Market Information) system — originally set up by MSC and now administered by the Training Agency — aims to assist LEAs in obtaining that information. This system holds data collected via a structured questionnaire completed by Training Agency staff in the course of visits to employers. It is, perhaps, too early to evaluate the system. However, in our 1988 survey almost all LEAs reported using CALLMI, of whom half found it ineffective in terms of assisting their WRNAFE planning and only 4 suggested that it was very effective.

Planning Departments

3.31 One fruitful source of local labour market information has been an authority's Planning Department. A direct consequence of WRNAFE planning appears to have been substantial strengthening of links between Education and Planning Departments. Indeed, in many authorities, the expertise of a number of departments, including Finance and to a lesser extent Social Services, was more fully utilised as a result of their representation in WRNAFE planning teams and sub-groups. But Planning Departments and their Economic Development Units have figured most prominently in assisting with the provision of local labour market information. For example, in one LEA the labour market information sub-group, feeding data into the WRNAFE planning team, was led by an officer of the county's Planning Department. In 1988, 61 out of 81 LEAs who reported liaison with their authority's Planning Department indicated, in our national survey, that such liaison was either effective or very effective.

Careers Service

3.32 Education Departments also realised that there is a valuable fund of labour market information within the Careers Service. This Service has long experience of making contact with employers and Careers Officers possess expertise in analysing employment trends in their local area. In seeking to improve their collection of labour market information, many LEA Careers Services are now using structured questionnaires on their visits to employers. Thus they are able to provide data on a more systematic basis, often using the TOC (NAFE) categorisation in order to contribute to other local databases within the LEA.

Local databases

3.33 Often with funding assistance from Local Collaborative Projects or from the NAFE Central Reserve (later the Mutual Development Fund), a growing number of LEAs have established computerised databases of labour market information. For example, a single college metropolitan authority reported in its 1988-91 development plan that 'the successful co-operation between the College and the Careers Service in 1986 prompted the Authority to bid for money from the NAFE Central Reserve Fund

to establish CADET — Computer Analysis of Data on Employment and Training.' Managed by an Assistant Principal Careers Officer assisted by a College Sector Head, the project initially collected information from a substantial number of companies and an analysis of some of the early findings was presented in the development plan. In our 1988 national survey, 64 LEAs reported the establishment of local databases, 80 per cent of whom indicated that they were either effective or very effective.

3.34 The collection of information from industry by a variety of agencies raises an important issue related to the co-operation of employers. Time-wasting duplication of questionnaires seeking identical information, of which there have been many examples, inevitably jeopardises employer goodwill. Lack of collaboration amongst the agencies involved may also lead to non-standardisation of categories with a consequent failure effectively to co-ordinate the information obtained and thus allow the further education service to gain maximum value from it. It is therefore incumbent on all those involved in constructing local databases to ensure collaboration with others in order both to avoid alienating employers and to lead to the building up of a comprehensive information base. 58 LEAs reported in our 1988 national survey that they had attempted co-ordination of the information provided by a variety of LMI databases. It is significant that over half of them reported serious problems arising from the incompatibility of different systems.

3.35 Whilst activities such as those described may lead to the identification of significant labour market trends that can be used to inform curriculum planning, they nevertheless, given the present state of the art, leave significant omissions. There is now not only a widespread acknowledgement that industry must better articulate what assistance it requires from further education to serve its training needs but also a recognition that not all employers have ability to do that. Large corporate organisations may have both the expertise and the resources to analyse their training needs. Many medium-sized firms and most small firms do not; hence the vital need for LEAs and their colleges to engage in market research which can offer such firms analysis at the micro-level as an important element within their marketing strategy.

MARKETING

3.36 Having reviewed evidence that there seemed 'to be little formal and rigorous market research'[10] in further education, the Audit Commission recommended in 1985 that one of the opportunities open to colleges to improve the economy, efficiency and effectiveness with which they used their resources was to improve their marketing skills. Supplementary guidance on WRNAFE development plans published by MSC in the autumn of 1987 suggested that plans should 'briefly outline the LEA/college marketing strategy and significant market research plans.'[11] The Responsive College Programme, run by the Further Education Staff College (FESC), based its work on a Product Cycle, the initial element of which is market research, defined as

'identification of existing/potential client groups and of what they need/want.'[12] A marketing strategy, then, should be perceived as one which seeks to assist the further education service to respond to potential needs in addition to expressed needs.

Training needs analysis

3.37 Many companies without an established training department do not carry out systematic training needs analysis and, in such cases, the number of company staff who require training or retraining is often based on untested assumptions. The significance of the part the further education service can play in assessing and meeting training needs at company level is growing rapidly as the industrial scene undergoes fundamental changes. Authorities and colleges should increasingly seek the opportunity of meeting these needs as an integral part of their marketing strategies. Given the substantial decline in the number of younger workers, the only way to offset skill shortages in the new technologies, for example, will be through adult up-dating. PICKUP, a DES initiative in adult continuing education, was launched in 1982. It is therefore surprising that only half of the LEA WRNAFE development plans refer to collaborative efforts for determining industrial and commercial training needs using the resources and expertise available through PICKUP Regional Development Agents.

3.38 Identification of company training needs involves consultancy and analytical skills which are probably insufficiently developed in many further education staff. This deficiency was recognised by a London Outer Borough LEA in its 1988-91 WRNAFE development plan. It reported a planned staff development programme focussed on short term industrial secondments and research activities designed to prepare selected college staff for consultancy, training needs analysis skills and occupational research. Other authorities have commissioned consultants to provide short courses for their staff with a view to enhancing the development of these skills.

3.39 In the case of those LEAs who have a consortium operating in their area*, market research is enhanced by the consortium's field officers, all with industrial experience and training in marketing techniques. Using a database of the training skills available amongst staff within the colleges/organisations participating in the consortium, they are able to match the sources of training to the needs they identify. One of the additional advantages of the consortium model is the provision of a single point of enquiry for employers.

* see para 3.21

Promotional marketing

3.40 Proposals to develop the promotional aspects of marketing are more evident in the latest WRNAFE development plans than are those in market research, and the promotional strategies tend to differentiate between those aimed at employer clients and those aimed at individuals. In seeking to provide relevant information to employer groups and related organisations, a growing number of authorities have published course directories which are designed to help employers find, easily and accurately, training opportunities in the authorities' colleges. For example, a northern city LEA reported in its 1988-91 plan the publication of a directory which is a compendium of course information, classified by TOC (NAFE), and other details about the authority's colleges. Aimed at

'professional users, such as managing agents, company training officers, careers teachers/officers and librarians,' it is available both in print and in electronically stored form. In our 1988 national survey, 45 authorities reported the use of course directories, almost all of whom judged them either effective or very effective. Also in the context of providing information for employers, the use of college prospectuses was reported by 80 authorities, of whom 69 concluded they were either effective or very effective. The provision of a single enquiry point such as is most often used with consortia was reported by only 45 authorities, but well over two-thirds of them gave it a rating of effective or above.

3.41 Much of the promotional marketing reported in development plans, and indeed in annual programmes, is concerned with the important aspect of image-building and raising public awareness generally, but within it an emphasis is always laid on the transmission of information on provision for individuals. In our 1988 national survey, 77 authorities reported the use of local newspapers for promotional purposes, of whom almost all indicated a high degree of effectiveness. This was considerably higher than the rating given to the effectiveness of local radio, the use of which was reported by only 44 authorities. The effectiveness of college prospectuses for marketing to individuals was rated quite highly by most of the 76 authorities who reported their use, whilst well over three-quarters of the 64 authorities who used public libraries for publicity indicated a high degree of satisfaction. Training Access Points (TAPs), which aim to provide public access to information and advice about the full range of vocational education and training opportunities through publicly-sited computer terminals, are still at a developmental stage. In our 1988 national survey, their use was reported by only 27 authorities of whom as many as 16 rated them ineffective. Nevertheless, a midlands authority reported in its 1988-91 development plan that by 'the end of 1987 the service (ie: TAP) had been used by over 10,000 people, a survey of whom showed that 80% found it helpful or very helpful.' A northern metropolitan authority reported in its plan a 'high level of usage of TAPs throughout the district.'

3.42 The fact that marketing has traditionally been neglected or accorded low priority in public sector further education reflects the relatively low status it was accorded in terms of resource allocation. Serious marketing requires adequate resourcing, and at a time of severe resource constraints new initiatives were inhibited. Nevertheless, considerable impetus to marketing has been provided by the Responsive College Project. In recognition of resource constraints, the Mutual Development Fund (replacing the NAFE Central Reserve) offered funding for marketing as one of its areas of first consideration, in particular to give temporary support for the establishment of college marketing units. LEAs have also been funded to assist the development of an authority-wide marketing stategy which, among other things, seeks to nurture a collaborative approach across an authority's colleges and to present to industry a single corporate image. But those projects which are the subject of pump-priming external funding must eventually be resourced, without loss of impetus, within a normal budget. A north-eastern LEA recognised the resource implications

of marketing even in its first WRNAFE development plan, and foresaw in later years 'a significant shift of emphasis and resources from course delivery to marketing.'

MANAGEMENT INFORMATION

3.43 The local authorities' WRNAFE planning processes were formulated during a period in which increasing emphasis was being placed on efficiency and value for money. Indeed, *Training for Jobs* placed considerable emphasis on cost effectiveness. It is therefore not surprising that during that time both the authorities and their colleges should give greater priority to the collection of comprehensive information to assist effective management. All colleges had been accustomed to collecting information for their own administrative purposes such as invoicing, processing enrolments and recording student progress, and they were used to forwarding information to their providing authorities on a variety of aspects, including details of students and courses for the FESR and student and staff loadings for the Annual Monitoring Survey (AMS). Some had gone beyond that in seeking to enhance the effectiveness of their management by collecting and analysing data related to utilisation of accommodation, development of academic and support staff, development of staff skills and costing of provision.

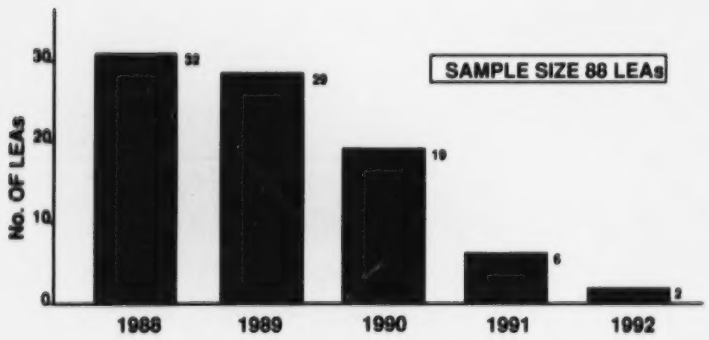
3.44 The increased reliance now placed on management information and the consequent growth in the range of data collected requires even stricter discipline on the part of staff of both authorities and their colleges. Firstly, the Audit Commission has reminded the further education service that whatever 'management information system is in use, it has little or no value unless it is based upon soundly monitored prime records.'[13] Secondly, careful planning of data collection should allow for eradication of repeated gathering of single items, an inefficient characteristic of the administrative systems of some authorities and colleges. Finally, information should be gathered and stored in such a way as to be simple to process and easy to retrieve. This is unlikely to be achieved in a manual system. Computerised installations are urgently needed if the recommended range of performance indicators is to be generated.

3.45 The detailed requirements for, and the variety of configurations available in, computerised management information systems (CMIS) are comprehensively dealt with elsewhere.[14] Generally, however, a system which is common to all an authority's colleges and provides on-line contact with the authority's Education Department is obviously the most desirable. Whilst, in the short term, that may be unattainable, each authority will, at least, be aiming for common terminology throughout its system. In its 1988-91 plan, a south-western authority reported that its CMIS 'is managed jointly by the Colleges and the Authority through a policy group and, as a result, reference files which describe course and student characteristics use identical terminology across the whole service.' In the early stages of the development of CMIS, authorities were faced with important decisions on which software systems would be the most

appropriate for their needs, and they also encountered resource problems. For example, a northern city authority indicated in its 1988-91 plan that 'delays in commercial software development, and an underestimation of the demands on human time, especially for data inputting, have led to disappointments.' Initial installation costs are high and most authorities have relied heavily on external funding from the DES through Education Support Grants, and more recently, from the Training Agency's Mutual Development Fund. The extent of this reliance is catalogued in recent WRNAFE development plans, as is the extent to which authorities have adopted an incremental approach, characterised by phased implementation of a comprehensive CMIS over a number of years.

3.46 The Joint Efficiency Study Group recommended that 'all colleges should be operating comprehensive, integrated, computerised management information systems able to cater for the performance indicators identified in (their) report, and the core information recommended for LEA development plans on work-related NAFE, within five years [ie: by 1992].'[15] Our 1988 national survey suggests that well over four-fifths of all the local authorities in England and Wales have accepted and are planning to introduce CMIS into their colleges by that date. The majority of them expect to have achieved this by 1990, as Figure 3 shows.

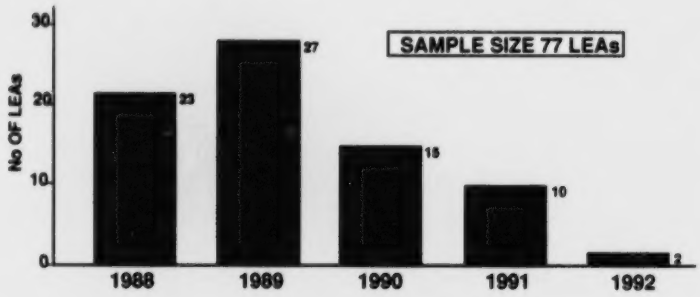
FIGURE 3 Number of LEAs planning to introduce CMIS in their COLLEGES in years 1988-1992



Only very few LEAs have yet anticipated in their management information systems the requirements of the 1988 Education Reform Act in regard to adult education provision.

The introduction of CMIS to support planning at LEA level is reported by three-quarters of all authorities, and, again 1990 is the year by which the majority are expecting to achieve their target, as Figure 4 shows.

FIGURE 4 Number of LEAs planning to introduce CMIS to support planning at the AUTHORITY LEVEL in years 1988-1992



The introduction of CMIS at LEA level is generally on an earlier timescale in the non-metropolitan counties than in the metropolitan boroughs. However, there is a significant difference in the sample size of this aspect of the topic since only 77 authorities were able to identify an appropriate date for implementation.

3.47 Until computerised management information systems are in place it is unlikely that local authorities will be able to implement guidance offered on resource allocation, even though that guidance might be widely accepted in principle.

RESOURCE ALLOCATION

Early guidance from MSC

3.48 The NIG Guidance Handbook recommended that a WRNAFE plan should contain an indication of how capital and revenue resources were to be allocated to the provision set out within the plan. A further aim was that *in due course* an annual programme should indicate an expenditure breakdown that would allow the costs of each group of courses in each institution to be identified in addition to the specific costing of new and redesigned courses. This, it was suggested, would form the basis of a review of the allocation of resources.

3.49 As early as 1986 it was realised by MSC and its NAFE Evaluation Group that resource allocation was 'clearly a difficult area and one in which rapid progress cannot be expected.'[16] But in the following year, in offering supplementary guidance for the 1988-89 planning round, MSC suggested to LEAs that the aim of developing a resourcing policy related to the costs of planned provision remained valid — and was indeed confirmed by a recommendation of the Joint Efficiency Study Group. However, since its general implementation was dependent upon the introduction of more sophisticated management information systems, authorities might, in the meantime, 'wish to consider how they move from existing historical cost systems to ones which more clearly link resources to the capital, staffing and financial implications'[17] of their planned provision.

Inhibitors to progress

3.50 Local authorities were, of course, not unaware of the unsatisfactory nature of a system in which college revenue budgets were allocated on an historic basis, particularly in a period of ever-increasing rates of change in industry, commerce and the public service. However, there were powerful inhibitors to progress, even in those authorities where there was a ready willingness to institute changes. In the main, LEAs lacked detailed information on the way in which existing resources were being used at college level and there was insufficient breakdown of data to ascertain the cost elements of individual courses. Additionally, there were — and still are — uncertainties about national allocations of funding within any one development plan period of three years. Since local allocations are, to a great extent, dependent on a Rate Support Grant (RSG) computed on an annual basis, this compounds the uncertainty surrounding the question of what an Education Committee will allocate to further education within an overall education budget. Whatever new approaches are made to resource allocation procedures, the system will be financed-led in that there will be, as one south-western authority expressed in its 1988-91 plan, 'a quantum which has to be allocated as fairly and openly as possible.'

Transitional funding

3.51 There are significant problems involved in effecting large-scale changes to college budgets, particularly in the short term. Hence a number of authorities indicated in their 1988-91 plans that, where appropriate, future budgets would include clearly identified elements of transitional funding. Such funding would be of a temporary nature during the period in which there would be movement from traditional to target-related budgets.

New approaches

3.52 The 1988-91 WRNAFE development plans demonstrated that an appreciable number of local authorities were planning to introduce new approaches to resource allocation before the DES published its guidance on the schemes of planning and financial delegation that will be required following implementation of the 1988 Education Reform Act.[18] These authorities were already aiming:

- to establish target student numbers in line with strategic planning purposes;
- to develop, after wide consultation, a number of weighting factors related to programme area and mode of attendance;
- to introduce zero-based budgeting;
- to establish an all-embracing planning cycle which would enable the resourcing of identified needs of WRNAFE to be built into the local authority's budget cycle.

3.53 Since 1986, an increasing number of LEAs have been prepared to indicate in their WRNAFE development plans target student numbers for each major TOC group — expressed in FTEs — for each of the three years covered by the plans. In the annual programmes, target numbers have been identified at course level. But allocation of a resource unit to FTEs requires acceptance of a range of weighting factors related to the nature of the subject covered by a course and the mode of attendance. Local requirements may well lead to different weightings from one authority to another. The significance of the impact of weighting factors is such that their bases must be widely accepted within an

authority's further education service and the 1988-91 plans reported the discussions of working parties on this topic — to which added impetus has obviously been given by the Education Reform Act.

3.54 Zero-based budgeting — labelled differently in some authorities — is, in essence, an attempt to combine rational course planning with resource management. Authorities allocate college budgets based on target FTE student numbers in a range of categories. In our 1988 national survey, movement towards a zero-based budget approach was reported by 48 authorities, of whom over two thirds expected the full system, including weighted unit costs, to be operative by 1990. 'With the intention of assisting the County and FE College staff to be as prepared as possible for the new circumstances,' an authority in the south-west reported in its 1988-91 plan that a staff development programme in management budgeting was amongst its staff development priorities and funding was sought from the Mutual Development Fund.

RESOURCING STAFF DEVELOPMENT

3.55 Since April 1987, the main source of funding for staff development in NAFE has been the Local Education Authority Training Grants Scheme, which provides grants towards the costs of meeting both national and local in-service training needs and priorities. This scheme and other Government specific funding initiatives have led to closer relationships between LEAs and their colleges in the provision of staff development programmes and resulted in authorities performing a more overt co-ordinating role, an activity in which the authority's advisory service often plays a prominent part. The WRNAFE planning process emphasises this co-ordinating role and that was reflected in many of the 1988-91 development plans. For example, in its plan a north-west authority described a proposed staff development model which recognised 'the importance of a partnership between the LEA and the colleges which respects different roles — LEA's responsibility for strategic planning, and its legal obligations to the DES; Colleges' major responsibility for identification of need, the design and delivery of appropriate staff development opportunities: Joint responsibility for monitoring and evaluation'.

3.56 In our 1988 national survey, 76 authorities, well over three-quarters of those answering a specific question, reported that their development plans included a staff development programme consciously geared towards achieving their planning objectives. However, only 64 authorities were able to take that a step further and indicate a date by which they intend to initiate an audit aimed at identifying staff development needs. For those 64 authorities, the time trend peaks in 1989.

PLANNING CYCLES

3.57 It is clear that few local authorities would now doubt the value of strategic planning. The experience of the past four years

shows that considerable progress has been made in developing better consultative processes and in improving information flow. All authorities now have in place a continuous WRNAFE planning cycle. Within a planning context, LEA officers and college management are working together probably much more closely than they have done in the past. Yet the impact of such activity on curriculum provision is only marginal. The further education service appears to have many of the elements of planning, but does not engage in the totality of planning. There is — or has been — one element missing and that is the vital link between the planning cycle and the budget cycle. The WRNAFE planning process is unlikely to be wholly effective until it is integrated into, or linked with, the budget cycle in such a way that clear financial consequences flow from the planning arrangements. Integration of the two cycles in such a way that planning influences budgeting seems to demand acceptance of an overall planning cycle of at least two years, and probably three, as is illustrated in Figure 5. This would, in most authorities, call for the adoption of different budgeting practice when determining the allocation of resources for further educaton provision, and would entail the estimation of a provisional quantum to be made available to those planning WRNAFE some two years before the relevant academic year. Even if and when such procedures have been adopted and a time-table agreed, local authorities will continue to be inhibited by the short time-scale maintained by HM Treasury for capital allocation and RSG notifications.

3.58 Only when planning cycles spanning more than one year have been developed within the concept of a three-year strategic approach is it likely that monitoring and evaluation of WRNAFE provision will have significant impact on subsequent provision.

MONITORING AND EVALUATION

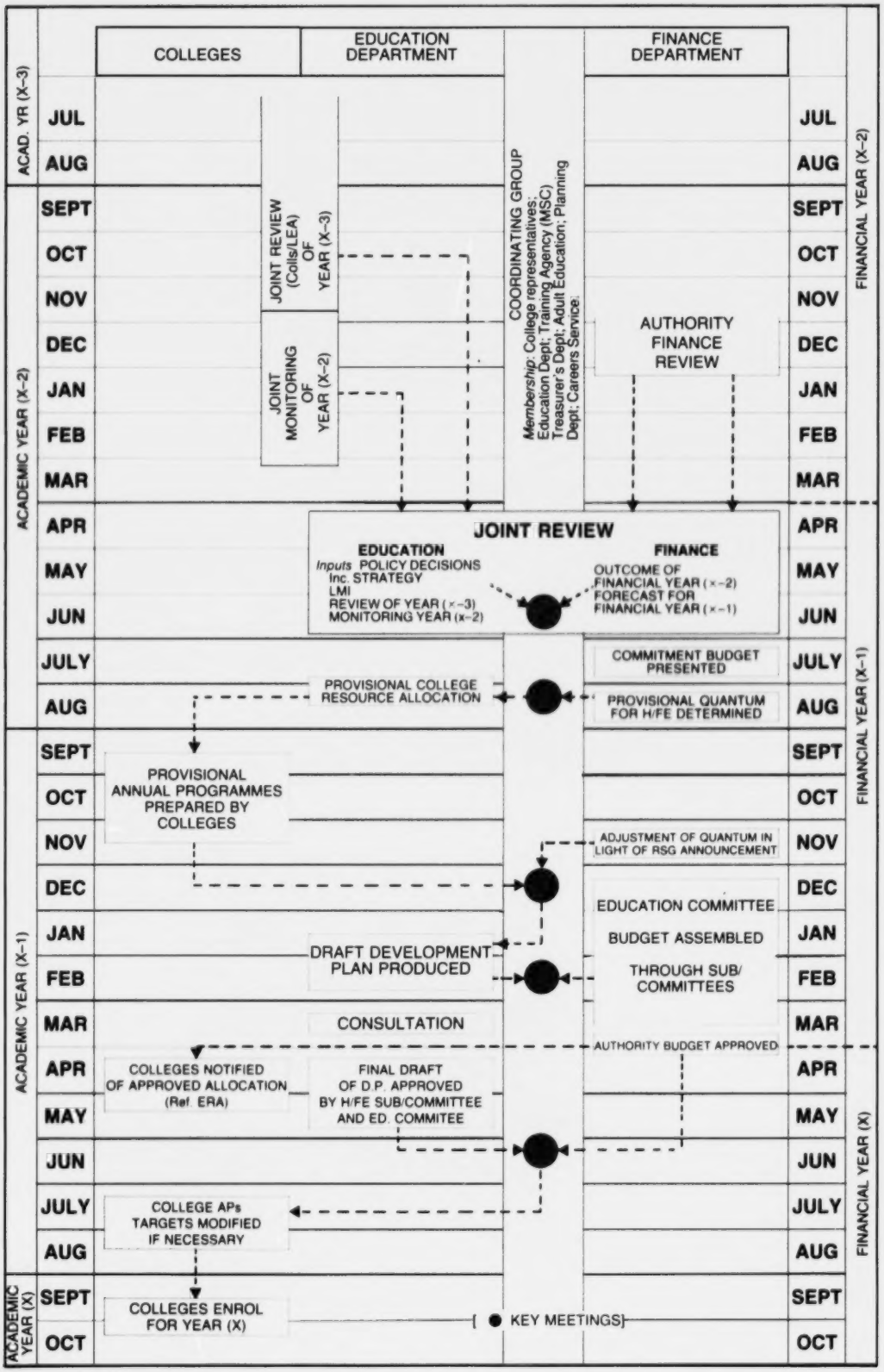
Early priorities

3.59 The first planning round, beginning in 1985 was, of necessity, reactive. Emphasis, in many cases was on the collection and attempted analysis of information upon which an authority's future WRNAFE provision was to be based. As we have seen, this often involved the establishment of databases which would, it was hoped, more accurately identify the needs of employers.

3.60 In subsequent rounds, authorities became more proactive in their planning. The emphasis moved towards the establishment of strategic objectives and the detailing of provision designed to meet those objectives. In some cases, this included the setting of target student numbers, in TOC categories, and the identification of time-scales within which it was planned such targets would be reached.

3.61 In the main, those authorities which have progressed the furthest in the setting of objectives and related targets have also made the greatest progress in the formulation of systems which allow them to monitor their planned provision and design their evaluative procedures. The aim of such procedures is to facilitate overall performance reviews and the adoption, where necessary, of modified objectives. Since monitoring is essentially the

FIGURE 5 Outline of the NAFE planning cycle — showing requirement to coordinate the budgeting cycle



collection and collation of information, it is probably the easier of the two processes to introduce, though its full value will only be seen when a fully comprehensive computerised management information system is in place. Evaluation processes involving any degree of sophistication are much more difficult to initiate and, judging from statements made in the 1988-91 development plans, such processes, in many authorities and colleges, are still at an early development stage.

Monitoring

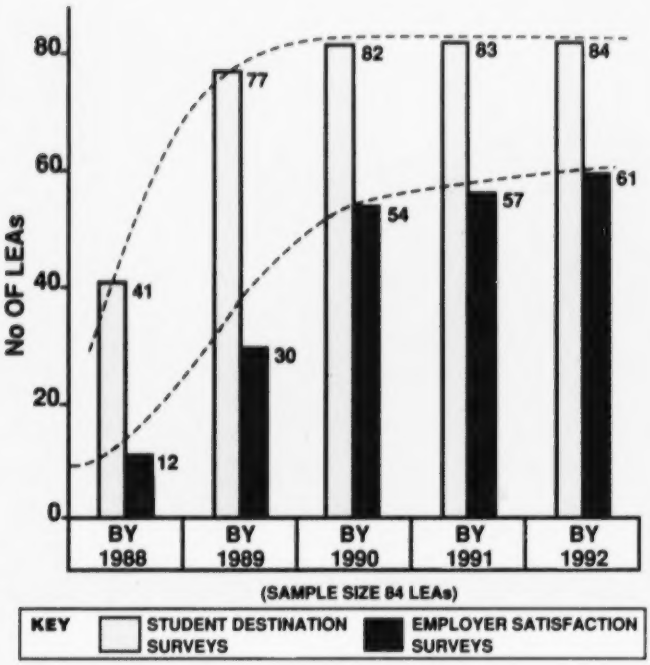
3.62 Monitoring takes place at a number of levels. All authorities assemble data for the FESR, but the results are slow to emerge and, in any case, are nationally and regionally aggregated. As part of the WRNAFE exercise, most authorities engage with the Training Agency on an agreed schedule in which progress in implementing the annual programme is monitored. Colleges have first-line responsibility for collecting a wide range of information and have, in the past, not always been adequately equipped to meet this responsibility. A northern authority, seeking to set up new and improved monitoring approaches within its colleges was candid enough in its 1988-91 plan to quote from an HMI report on the authority's service, which was in most respects highly commendatory, that the 'level of course monitoring and evaluation in the further education colleges was very variable, and there was considerable room for improvement.'

Evaluation

3.63 Evaluation and the review process which flows from it are seen by the FEU publication *Quality in NAFE* as 'the major mechanisms of quality control, and they too should be of high quality.'[19] It goes on to suggest that, in the short term, evaluation of WRNAFE should focus on 'increased client satisfaction (and) trends in student throughput and success.'[20] Such points are clearly reflected in the MSC guidance that the further education service should engage in surveys of student destinations and of employer satisfaction. The former was given added weight by a recommendation of the JES Group in '*Managing Colleges Efficiently*' that, within five years, colleges should seek to construct and make use of a performance indicator which illustrates rates of employment or progression to other courses. The cumulative numbers of LEAs able to implement surveys of student destination and employer satisfaction within the period 1988 to 1992, as demonstrated in our 1988 national survey, are shown in Figure 6.

3.64 FEU publications *Towards An Educational Audit*[21] and the bulletin *Educating the Auditors*[22] remind the further education service that good managers should be concerned with both effectiveness and efficiency. The FESC document *Managing Resources in Further Education* makes the vitally important point that 'it makes little sense to examine the efficiency of an operation which is proving to be totally ineffective.'[23] Indicators of effectiveness are seen in these publications as a priority, and there will be general agreement with this assertion in authorities and colleges. One of the implications of this is that computerised management information systems will be geared towards

FIGURE 6 Number of LEAs planning to implement surveys of student destinations and employer satisfaction in years 1988 - 1992



providing the data required to construct as ratios the following indicators of effectiveness:

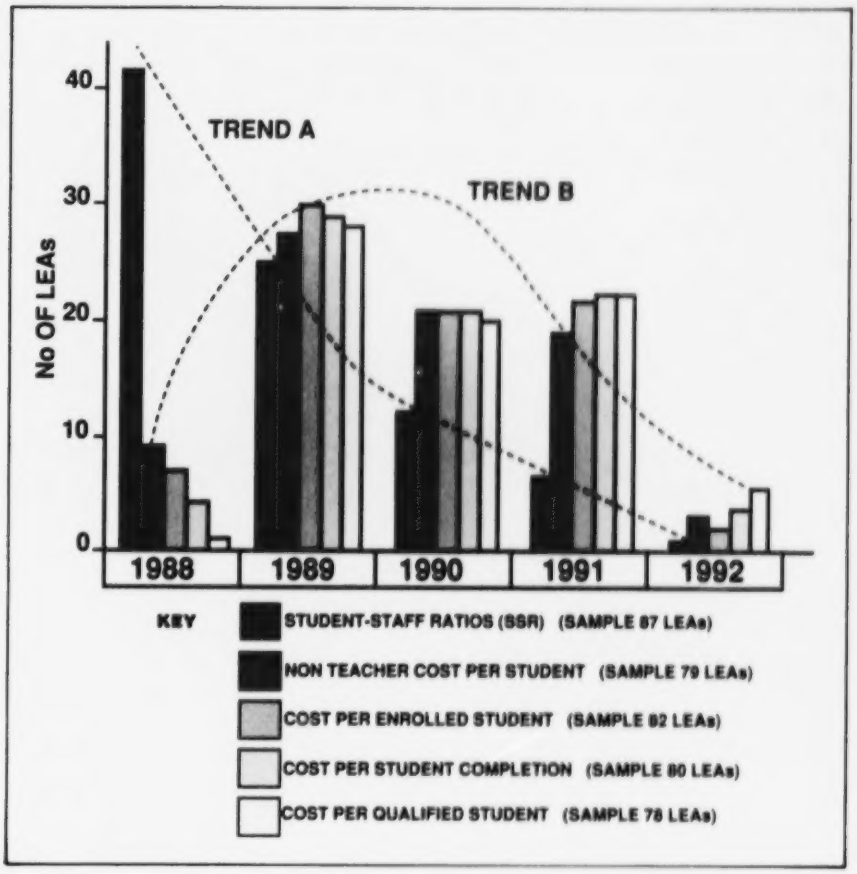
1. students enrolled : target enrolment
2. students completing : students enrolled
3. sucessful students : students enrolled
4. students progressed : students completing

Whilst the first two of these indicators are important for all further education planning, the final two are vital indicators in WRNAFE — however it may be defined — which has as one of its main aims a responsibility to contribute to the growing demands for a better qualified and skilled workforce in society.

Efficiency

3.65 Nevertheless, the importance of efficiency indicators, in which inputs are related to outputs, cannot be denied, and most of the 1988-91 development plans indicated that the JES recommendations had been accepted and that plans to introduce them were being drawn up. Our 1988 national survey shows that by 1988 plans to introduce the monitoring of efficiency through the use of student-staff ratios (SSRs) were well advanced, as Figure 7 (trend A) illustrates, and the majority of LEAs will have introduced this method by 1990. Figure 7 (trend B) also shows that plans to introduce other indicators of efficiency were, in 1988, at a formative stage. About half of the responding LEAS planned to use these indicators by 1990 and most will have this capability by 1991.

FIGURE 7 Number of LEAs planning to introduce indicators of efficiency in years 1988 - 1992



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4. CURRICULUM CHANGE

4.1 After a reminder of the evidence on which our statements on the curriculum are based, this chapter provides, firstly, an overall survey. The survey covers patterns of first-year enrolments, changes in modes of study, and variations in participation related to both age and gender. This is followed by a detailed analysis of the characteristics of provision within each TOC group indicating significant changes during the period under review and briefly outlining industrial trends. In this analysis, the TOC groups in which enrolments are substantial are treated in more detail than those in which enrolments are lower.

The evidence
* see paras 2.9 - 2.14

4.2 The major evidence used is the statistical database maintained by Guildford Educational Services (GES) on behalf of the FEU*. The database contains series of data for NAFE enrolments in England and Wales for the four academic years 1984-85, 1985-86, 1986-87 and 1987-88. All the data is categorised under the TOC classification system introduced by MSC into the WRNAFE planning system from the second planning round. Only the last two series of data relate to enrolments taking place within the period in which LEA WRNAFE plans and programmes have been operative, the two earlier series providing a basis upon which comparisons may be made.

4.3 Supporting evidence comes from that obtained by the project consultants during visits to sample LEAs, from studies of individual development plans and from national surveys. This is complemented by reports, mainly qualitative, of linked studies annexed to the main project.

4.4 The enrolment data collected by DES Statistical Branch and the Welsh Office in the Further Education Statistical Record (FESR) identifies a large number of individual courses leading to recognised qualifications and also includes enrolments on courses not leading to recognised qualifications, the latter being grouped into 13 fairly broad categories. Throughout this chapter, these two different kinds of enrolment will be referred to as qualification courses and non-qualification courses, although some of the latter may lead to local or college qualifications. Since these non- qualification courses include a wide range of vocationally relevant courses, including some PICKUP provision, it was decided early in the project that enrolment data relating to them should be included in the database.

4.5 It was recognised from the beginning that the non-qualification courses would include some which were purely recreational as well as others (such as light crafts) which might be taken either purely for recreation or as a preparation for employment. Unfortunately, the data collected by DES and Welsh Office does not allow separate identification of these different types of courses. Analysis of the data shows that non-qualification courses are markedly different in enrolment patterns from qualification courses and that the sheer volume of non-

qualification enrolments (more than one-third of total first-year enrolments) is likely to distort the overall picture if they are included. Separate analyses of qualification and non-qualification courses have therefore been made and the main emphasis of this chapter is on the qualification courses, which can be confidently regarded as vocationally relevant. Attention is drawn to non-qualification enrolments where they are regarded as being potentially work-related. Not all TOC categories have non-qualification enrolments identified in FESR, but some — such as A (Administrative and Clerical) — have high proportions that are likely to be work-related.

OVERALL CHANGES IN FIRST YEAR ENROLMENTS

4.6 Table 1 shows total first-year enrolments for qualification and non-qualification courses for England and Wales for each of the years 1984-87 together with percentage change from the previous year. The overall rise in enrolments between 1984 and 1987 was 16.3 per cent on qualification courses but only 5.6 per cent on non-qualification courses. Since the 16-19 age group form over half the enrolments on qualification courses, the 16.3 per cent increase is noteworthy considering the fact that the 16-19 age cohort across the country as a whole was decreasing, the number of 16 year olds having reached a peak in 1981.

TABLE 1 *First year enrolments (all TOC groups) 1984-87 and percentage change from previous year*

	1984	*1985*	*1986*	*1987*
QUALIFICATION COURSES	892854	928281	974128	1038504
per cent change		+4.0	+4.9	+6.6
NON QUALIFICATION COURSES	545140	555491	583046	575771
per cent change		+1.9	+5.0	−1.2
TOTAL	1437994	1483772	1557174	1614275
per cent change		+3.2	+4.9	+3.7

4.7 A breakdown of enrolments by TOC shows that the rate of increase has not been uniform across TOC categories. Table 2 shows enrolments on qualification courses over the four years of the review broken down by TOC category, with the percentage increase from the previous year.

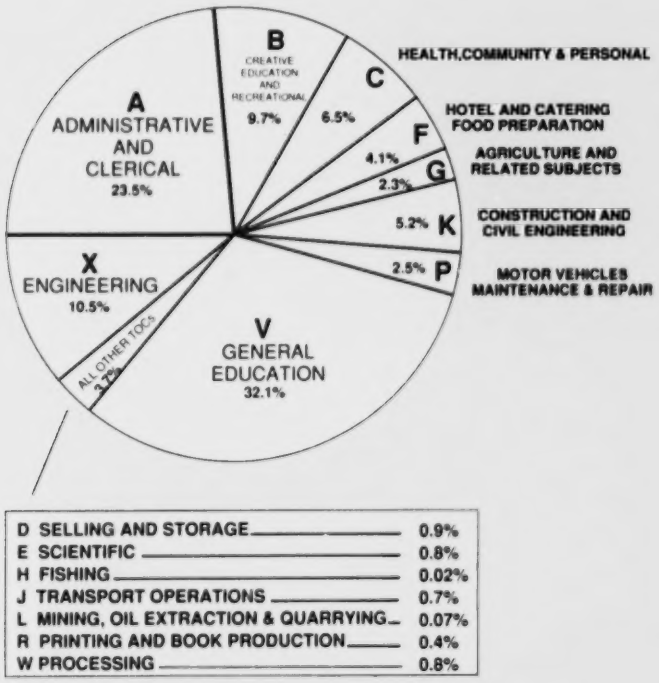
TABLE 2 *First year enrolments on qualification courses by TOC 1984-1987 and percentage change from previous year.*

TOC GROUP	*1984*	*1985*	*1986*	*1987*
A. Administrative and Clerical	201627	206224	216612	243612
per cent change		+2.3	+5.0	+12.5
B. Creative, Education & Recreational	76133	77888	84892	101034
per cent change		+2.3	+9.0	+19.0
C. Health, Community & Personal	52762	56228	59346	67852
per cent change		+6.6	+5.6	+14.3
D. Selling and Storage	7051	8083	9447	9083
per cent change		+14.6	+16.9	−3.9
E. Scientific	7264	7638	6887	8356
per cent change		+5.1	−9.8	+21.3
F. Hotel & Catering, Food Prep.	42424	41622	42144	42150
per cent change		−1.9	+1.3	0.0
G. Agriculture & Related Subjects	23071	22859	23004	23568
per cent change		−0.9	+0.6	+2.5
H. Fishing	158	176	159	162
per cent change		+11.4	−9.7	+1.9
J. Transport Operations	5996	6219	6935	7699
per cent change		+3.7	+11.5	+11.0
K. Construction & Civil Engineering	42005	43730	47757	54123
per cent change		+4.1	+9.2	+13.3
L. Mining, Oil Extract & Quarry	934	967	918	704
per cent change		+3.5	−4.9	−23.3
P. Motor Vehicle Repair & Maintenance	23678	24126	23905	25469
per cent change		+1.9	−0.9	+6.5
R. Printing & Book Production	3044	3499	3879	3760
per cent change		+14.9	+10.9	−3.1
V. General Education	287849	311302	332515	333305
per cent change		+8.1	+6.8	+0.2
W. Processing	7920	8503	8799	8346
per cent change		+7.4	+3.5	−5.1
X. Engineering	110938	109217	106929	109281
per cent change		−1.6	−2.1	+2.2

4.8 A more detailed analysis by TOC sub group shows that the overall figures in Table 2 conceal considerable differences between TOC sub groups. Annex 1 to this report provides a more detailed breakdown of qualification enrolments by TOC sub group. Annex 2 gives information for non-qualification enrolments.

4.9 Figure 8 illustrates the percentage of 1987 qualification enrolments falling into each major TOC category. There was very little change in these percentages over the review period, although TOC categories A (Administrative and Clerical) and B (Creative, Education and Recreational) marginally increased their share of enrolments, while there was a small decrease in the percentage share occupied by V (General Education) and X (Engineering).

FIGURE 8 First year enrolments by TOC groups (1987) Qualification courses



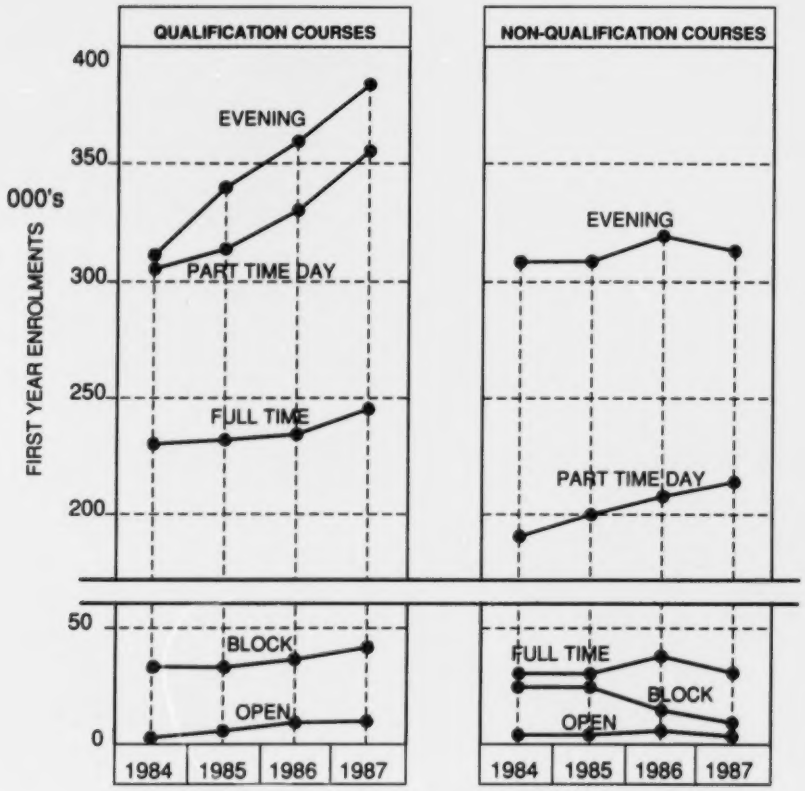
MODES OF STUDY

4.10 Table 3 shows the breakdown by mode of study over the period 1984 to 1987 separately for qualification courses and non-qualification courses, giving reference also to the relevant FTE multipliers. The trends of enrolments in each mode of study are illustrated in Figure 9.

TABLE 3 *First year enrolments 1984-1987 (all TOCs) Mode of Study breakdown*

A. *QUALIFICATION COURSES*	1984	1985	1986	1987	FTE Multipliers
EVENING ONLY	311324	338377	362883	385421	0.075
per cent change		+ 8.7	+ 7.2	+ 6.2	
PART TIME DAY	310946	316411	330879	357517	0.3
per cent change		+ 1.8	+ 4.6	+ 8.1	
BLOCK	33390	32640	35250	39074	0.3
per cent change		− 2.3	+ 8.0	+10.8	
FULL TIME	232400	234038	234179	244025	1.0
per cent change		+ 0.7	+ 0.06	+ 4.2	
OPEN/FLEXIBLE	4784	6815	10937	12467	0.075
per cent change		+42.5	+60.5	+14.0	
B. *NON QUALIFICATION COURSES*	1984	1985	1986	1987	FTE Multipliers
EVENING ONLY	312503	312331	327674	318504	0.075
per cent change		− 0.06	+ 4.9	− 2.8	
PART TIME DAY	193161	204106	213148	221620	0.3
per cent change		+ 5.7	+ 4.4	+ 4.0	
BLOCK	15659	15727	13266	10219	0.3
per cent change		+ 0.4	− 15.7	−23.0	
FULL TIME	22648	22039	26318	21224	1.0
per cent change		− 2.7	+ 19.4	−19.4	
OPEN/FLEXIBLE	1169	1288	2640	4204	0.075
per cent change		+10.2	+105.0	+59.2	

FIGURE 9 First year enrolments 1984-87 (all TOCs) — Trends in modes of study

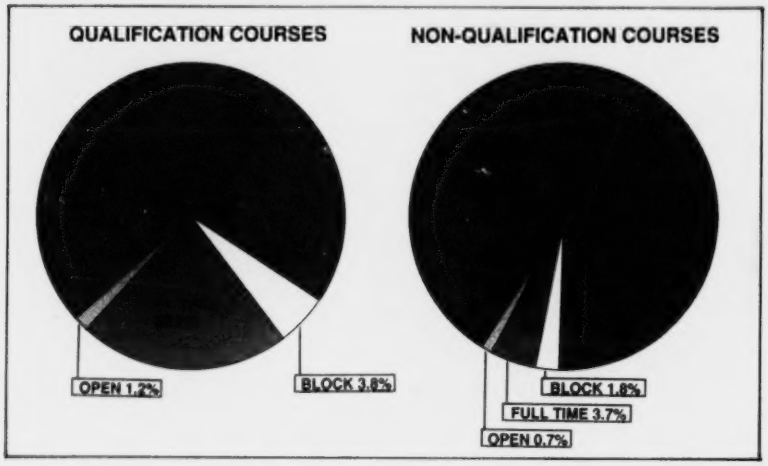


4.11 Table 3 and Figure 9 show that, for qualification courses, the major trend over the period was an increase in evening and part-time day enrolments, with much smaller increases in full time and block release enrolments. Recorded enrolments on open learning programmes more than doubled during the review period but still remained a very small percentage of the total. However, some important changes in modes of study will not be fully reflected in the figures available. The FESR data which the project database uses is collected only once a year, in November. It therefore inevitably omits many of the enrolments on open learning programmes, in which one of the aims is to allow flexible starting times.

4.12 On non-qualification courses the most noticeable trend was the steady increase in part-time day enrolments. Evening enrolments fluctuated, but rose overall, while full-time and block release enrolments both fell overall.

4.13 The contrast between qualification and non- qualification courses is illustrated in Figure 10 which shows the much higher proportion of evening enrolments on non-qualification courses. However, the significant proportion of part-time day enrolments on non- qualification courses probably points to participation by the unwaged. (Estimates from NATFHE suggest that 130,000 unemployed students are participating in further education, many of them under the 21 hour rule).

FIGURE 10 Modes of study in 1987 first year enrolments — Qualification courses and non qualification courses compared



4.14 A breakdown of enrolments by Mode of Study and TOC gives a much less clear picture. There are marked differences between TOC groups in the percentage of students choosing each mode of study and these are dealt with later in this chapter.

PARTICIPATION BY AGE

4.15 Table 4 shows the breakdown of first year enrolments by age grouping for both qualification and non-qualification courses over the review period.

TABLE 4 *First year enrolments 1984-87 (all TOCs) Age breakdown*

A. *QUALIFICATION COURSES*

	1984	*1985*	*1986*	*1987*
16 - 19 yrs	*523936*	*530361*	*538659*	*560537*
per cent change		*+1.2*	*+1.6*	*+4.1*
20 - 24 yrs	*141478*	*150032*	*156063*	*158814*
per cent change		*+6.0*	*+4.0*	*+1.8*
25 + yrs	*227440*	*247888*	*279406*	*319153*
per cent change		*+9.0*	*+12.7*	*+14.2*

B. *NON QUALIFICATION COURSES*

	1984	1985	1986	1987
16 - 19 yrs	94243	90526	80469	70365
per cent change		−4.0	−11.1	−13.6
20 - 24 yrs	41004	41212	46894	42797
per cent change		+0.5	+13.8	−8.7
25 + yrs	409893	423753	455683	462609
per cent change		+3.4	+7.5	+1.5

4.16 The marked contrast in age profile between qualification and non-qualification courses is illustrated in Figure 11, which shows the pattern of first year enrolments in 1987. While 54 per cent of enrolments on qualification courses were in the 16-19 age group, with just over 30 per cent aged 25 or over, on non-qualification courses over 80 per cent of enrolments were aged 25 or above.

4.17 Figure 12 illustrates Table 4 and shows the trends in participation by the different age groups over the review period. Two important points emerge. One is the swing towards

FIGURE 11 Participation by age in 1987 first year enrolments — Qualification courses and non-qualification courses compared

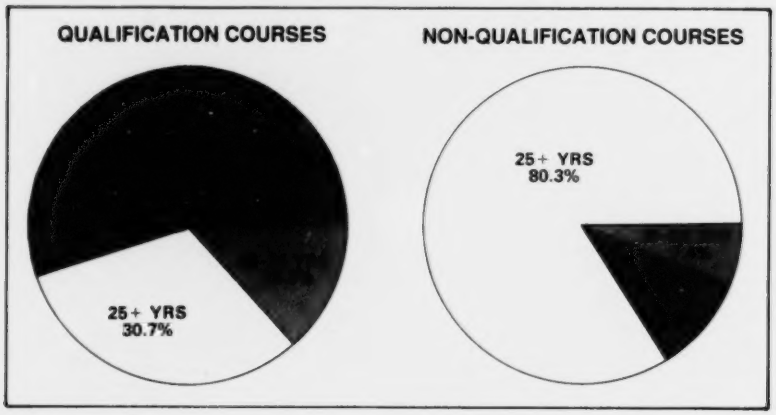
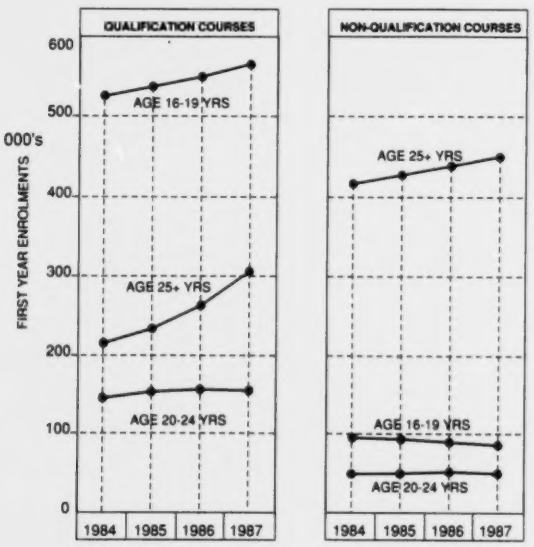


FIGURE 12 First year enrolments 1984 - 1987 (all TOCs) — Trends in age participation



qualification courses amongst 16-19 year olds, with enrolments on non-qualification courses from that age group actually falling throughout the project period. The other is the marked rise in enrolments by the 25+ age group, particularly on qualification courses where the overall rise in over 25's during the review period was 40 per cent.

4.18 Again, there were differences between individual TOC categories and these are identified later. In general, however, it is clear that a high proportion of the additional students enrolling in WRNAFE in 1987 (as compared with 1984) were from the over-25 age group.

PARTICIPATION BY GENDER

4.19 Female first year enrolments during the period 1984-1987 rose faster than male enrolments. On qualification courses female enrolments increased by 20.2 per cent over the whole period, the corresponding figure for males being 12.2 per cent. The main areas of increase in female enrolments tended to mirror the overall increases, although there were particular rises in female enrolments in TOC categories C (Health, Community and Personal) and E (Scientific). Female enrolments in Construction increased by 25 per cent between 1986 and 1987 and 84 per cent over the whole period. In Engineering, female enrolments decreased slightly in 1987 but were still 11 per cent above the 1984 level.

4.20 On non-qualification courses female enrolments rose by 10.3 per cent between 1984 and 1987 while male enrolments fluctuated, with an overall drop of 9 per cent.

4.21 As a consequence of these changes, the rate of participation of females increased slightly during the review period. On qualification courses females accounted for 51 per cent of first year enrolments in 1984 and 53 per cent in 1987. On non-qualification courses the percentage of female enrolments rose from 62 in 1984 to 65 in 1987.

4.22 There were very large differences between TOC categories in the male-female balance. Females accounted for 85 per cent of first year enrolments in TOC C (Health, Community and Personal) and only 2 per cent in TOC P (Motor Vehicle Repair and Maintenance).

4.23 Even where there appears to be an even balance in gender participation in a TOC main group, this often conceals gender differences within sub-groups, as the following detailed analysis of each TOC will show.

ANALYSIS OF INDIVIDUAL TOC GROUPS

4.24 The analysis of each TOC category is based on first-year WRNAFE enrolments in England and Wales from 1984 to 1987 inclusive, and identifies significant changes in:

- overall enrolments in the total category and in its sub groups;
- modes of study;
- age groups;
- gender.

Each analysis is followed by a 'Commentary' incorporating views gathered by the project team from their contacts with LEA

officers and evidence gleaned from their studies of development plans.

Where enrolments in a category's sub groups are examined, the analysis is based on the TOC groupings given in Appendix 5.

Each individual TOC analysis is free-standing and can be considered separately.

TOC A ADMINISTRATIVE AND CLERICAL

Analysis

4.25 With the exception of General Education (TOC V), the category with the most WRNAFE recognised qualification enrolments was TOC A with almost a quarter of a million enrolments in 1987, giving it a 23.5 per cent share of the total for all TOCs. Enrolments rose each year of the period under review, ending with an increase of 20.8 per cent over the four years, significantly higher than the overall increase for all TOCs, which was 16.3 per cent. Well over half of the increase in TOC A was achieved in 1987. Additionally, there were 37,461 enrolments in this category on non-qualification courses, comprising 6.5 per cent of all non-qualification enrolments, most of which were likely to be vocationally related.

4.26 TOC A is a large category, with twelve sub groups, the largest of which is A 1.6 (Reception and Secretarial) with 113,233 enrolments in 1987 — almost half of the total enrolments for this category. Enrolments in this sub group increased each year, although, at 14 per cent, the overall increase was smaller than that for the total category. The sub-group with the most substantial rise over the period was A 1.2 (Finance and Law) which rose by 67 per cent, half of which was achieved in the 1987 enrolments. The second largest of the sub groups, A1.4 (Business Studies) sustained a fall in enrolments in 1985, but ended the review period with a figure above the 1984 level. This was true also of the medium-sized sub groups A 3.1 (General Management) and A 4.1 (Computer Science). Enrolments in A 1.7 (Industrial Relations) were low and tended to decrease. A 2.1 (Information Science) had a marked rise in 1985, but then, by 1987, declined to a figure very close to the 1984 level. Enrolments in A 1.3 (Operational Research and Statistics) reached only double figures.

Mode

4.27 43.6 per cent of the enrolments in TOC A in 1987 were in evening courses, enrolments in this mode having increased each year throughout the review period. Part-time day enrolments also increased annually and, in 1987, formed almost a third of the total. Full-time enrolments fluctuated, with falls in 1985 and 1986, but there was a small rise in 1987, bringing the full-time proportion to just over one-fifth. Block-release enrolments were low and tending to decline. Enrolments on open learning programmes were also low, but they rose substantially each year and moved from 311 in 1984 to 2717 in 1987.

Age

4.28 The 16-19 age group formed half of the total enrolments in TOC A, less than the average for all TOCs. The over-25 group formed just over one-third, higher than average. Whilst

enrolments in the 16-19 age group fluctuated, ending with a small percentage increase, the other two groups increased each year, resulting in the 20-24 age group having an increase of 15 per cent and the over-25s increasing by a substantial 56.9 per cent.

Gender

4.29 In 1987, three-quarters of the enrolments in TOC A were female, well above the all-TOC average. (See Figure 13). There were exceptionally high proportions of females in:

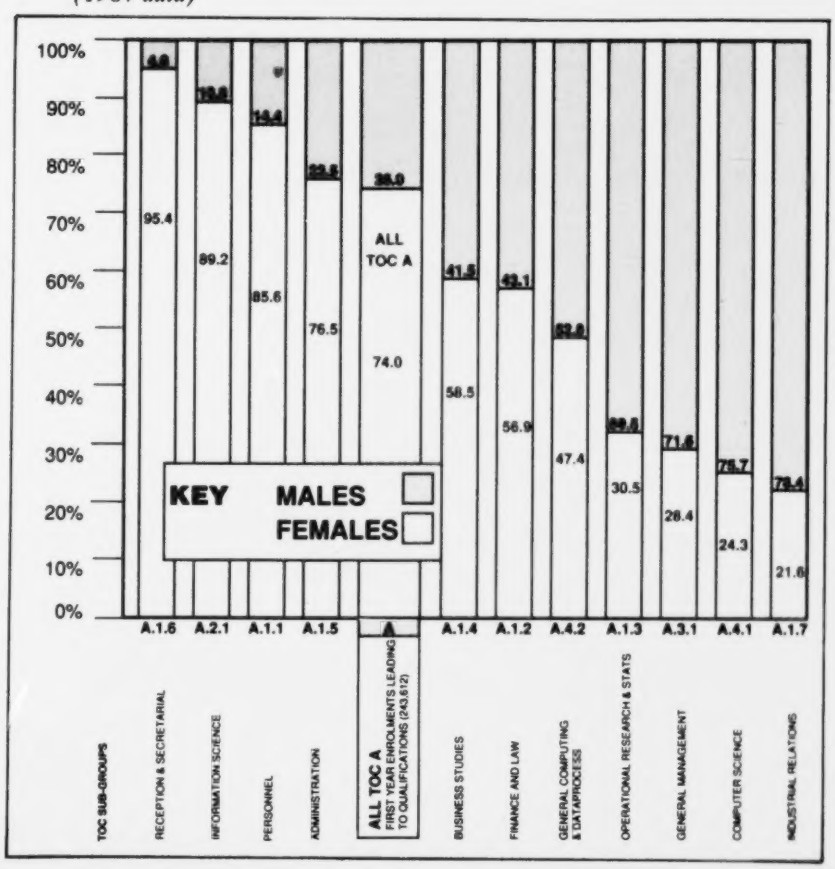
- A 1.6 (Reception and Secretarial)
- A 2.1 (Information Science)
- A 1.1 (Personnel Administration)

and low proportions in:

- A 1.3 (Operational Research)
- A 4.1(Computer Science)
- A 1.7 (Industrial Relations)

Throughout the review period, female enrolments in several of the sub groups fluctuated, but there was a general upward trend in A 1.2 (Finance and Law) and in A 4.2 (General Computing), and a general downward trend in A 1.3 (Operational Research) and in A 1.4 (Business Studies). Almost two-thirds of the non-qualification enrolments were female and they were all confined to two sub-groups, A 1.4 (Business Studies) and A 1.6 (Reception and Secretarial).

FIGURE 13 TOC A enrolments on qualification courses analysed by gender — as a percentage in the group and separately for each sub group (1987 data)



Commentary

4.30 TOC A is a large category, covering administrative, financial, managerial and secretarial skills across the whole of industry, commerce and the public services. New technology continues to have considerable impact on all areas and has created a demand for people with appropriate skills. Whilst there has been a decline in basic clerical and administrative employment, perhaps exacerbated by reductions in the public sector, there remains a demand for high level secretarial skills and also for systems analysts and computer programmers. Many of the latter will need educational provision at levels above WRNAFE. However, applications for microcomputers generally, and their place in small businesses in particular, can be provided for at WRNAFE level.

4.31 There is an increasing need for management training, especially at junior and middle management levels, in which this country falls behind its European competitors. The continued expansion of the finance related services sector is also resulting in a shortage of accounting technicians to support the growing force of accountants.

4.32 Authorities and their colleges are nevertheless making a significant contribution to the expansion in the TOC A area, particularly in the finance related sector. Additionally, the content of courses is constantly subject to review and change to maintain pace with technological change. Many colleges have launched campaigns to achieve computer literacy in all students. Much of the microcomputer and small business training is provided by colleges in short course form and therefore not recorded in our database. The statistical evidence suggests that there remains gender stereotyping in certain sub groups, particularly in management and industrial relations.

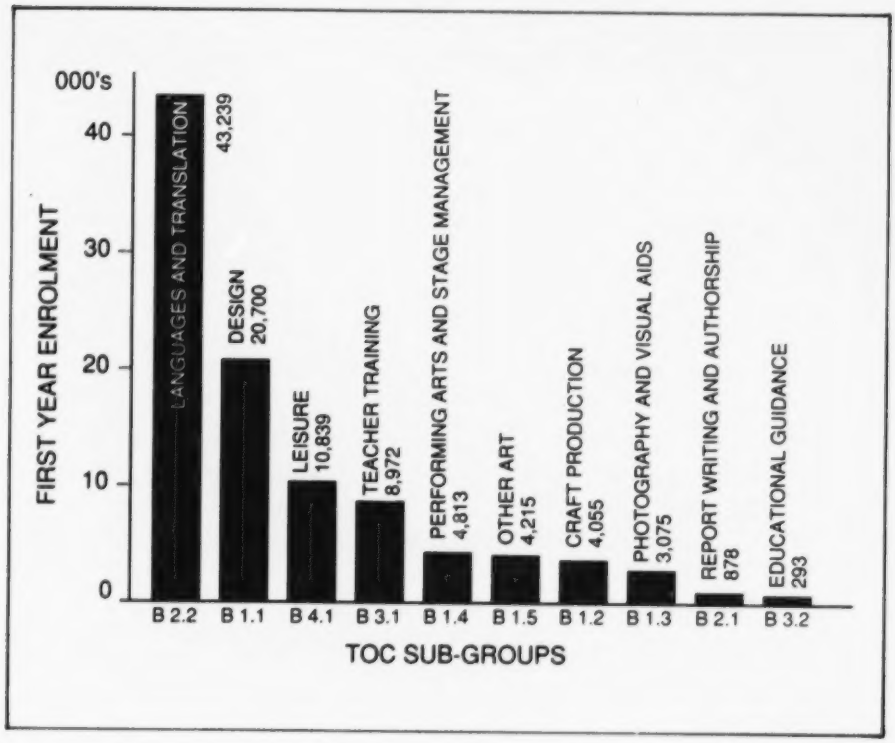
TOC B CREATIVE, EDUCATION AND RECREATIONAL

Analysis

4.33 In 1987, enrolments for courses leading to recognised qualifications in TOC B formed 9.7 per cent of WRNAFE enrolments on qualification courses. Enrolments increased each year, with a particularly marked rise of 19 per cent in the final year of the review period. Subsequent figures in this analysis of TOC B refer to qualification courses only. However, it is worthy of note that within non-qualification enrolments, some of which would be vocational in nature, TOC B had a 28 per cent share.

4.34 This is a wide-ranging category with ten diverse sub groups. The largest of these, B 2.2 (Languages and Translation), increased each year, ending, in 1987 with 43,239 enrolments. B 1.1 (Design), the second largest, also increased annually. Together, these two sub groups formed almost two-thirds of the total category. Within most of the other smaller sub groups, enrolments fluctuated, but all ended the period at a figure higher than the 1984 level. Those with the most substantial rises were B 1.3 (Photography and Audio-visual) and B 4.1 (Leisure), the 1987 increase for the latter being 43 per cent. See Figure 14.

FIGURE 14 Analysis of 1987 first year enrolments on qualification courses in TOC B sub groups



Mode

4.35 The proportional shares of the different modes of study in TOC B were similar to the overall picture of all TOCs, but with a slightly higher proportion of evening (40.4 per cent) and full-time (27.9 per cent) enrolments. There was a consequently lower proportion of part-time day enrolments. Figures for open learning programmes were very low in the first half of the review period, but rose from 54 in 1984 to 625 in 1987.

Age

4.36 A third of the enrolments for TOC B were in the 16-19 age group, considerably lower than many other TOCs, whilst half of the total were over-25s, much higher than average. Enrolments in all three age groups rose each year, with the exception of a small drop in over-25s in 1985. However, in 1987, enrolments of over-25s was 50,926, an increase of 29 per cent above the 1986 level.

Gender

4.37 In 1987, female enrolments formed 63 per cent of all enrolments in TOC B, above the all-TOC average. The highest proportion of females within the sub groups was in B 1.5 (Other Art) with 86 per cent. In B 2.1 (Report Writing), the proportion of females rose from 39 per cent in 1984 to 62 per cent in 1987. There was also an important rise in B 4.1 (Leisure) from 50 per cent to 56 per cent. The sub group with the lowest proportion of female enrolments was B 1.3 (Photography and Audio- visual).

Commentary

4.38 TOC B covers a very wide spectrum of skills and is difficult to treat as a whole. The demand for foreign language provision increased over the review period. Such demand is at all levels, but will certainly increase for managers and sales personnel as 1992 approaches. The leisure industry continues to expand and is creating skills shortages; this is particularly true of tourism. Whilst it is difficult to discover national trends in art and design, design in general has undoubtedly achieved a higher profile in recent years. At the creative craft level, employment is most often provided in small firms or through self-employment.

4.39 The large proportion of mature learners in TOC B suggests that authorities and their colleges have made a substantial contribution in this category to adult retraining. Provision of language training was considerable and increased significantly during the review period. In the field of languages for business there was also evidence of full-cost provision that is not reflected in the database. Colleges responded to most of the demands for training in the expanding leisure industry, although lack of appropriate resources, in some cases, created difficulties. In design, the growing demand was met with increased provision.

TOC C HEALTH, COMMUNITY AND PERSONAL SERVICE

Analysis

4.40 With a total of 67,852 qualification enrolments, TOC C comprised 6.5 per cent of WRNAFE enrolments. Annual increases during the review period led to an overall increase of 28.6 per cent, half of which was achieved in 1987. See Figure 15. However, it is significant that there were also 51,406 non-qualification enrolments in this category, and many of them would be vocationally related. These enrolments fluctuated during the review period but ended with an increase of 5.8 per cent over the four years.

4.41 Enrolments in most of the nine sub groups fluctuated slightly. However, C 3.2 (Hair and Cosmetics), which accounted for 43.6 per cent of the total category, increased annually. This was also true of C 2.1 (Social Work and Caring) which increased by 116 per cent, numerically more than half the increase coming in 1987. C 1.3 (Medical — Technical) sustained a substantial fall in enrolments in 1986, with the result that the 1987 figure was well below that of 1984. Most of the non-qualification enrolments were in C 2.2 (Social Studies), C 3.1 (Cleaning, Ward Auxiliary and Laundry) and C 3.2 (Hair and Cosmetics).

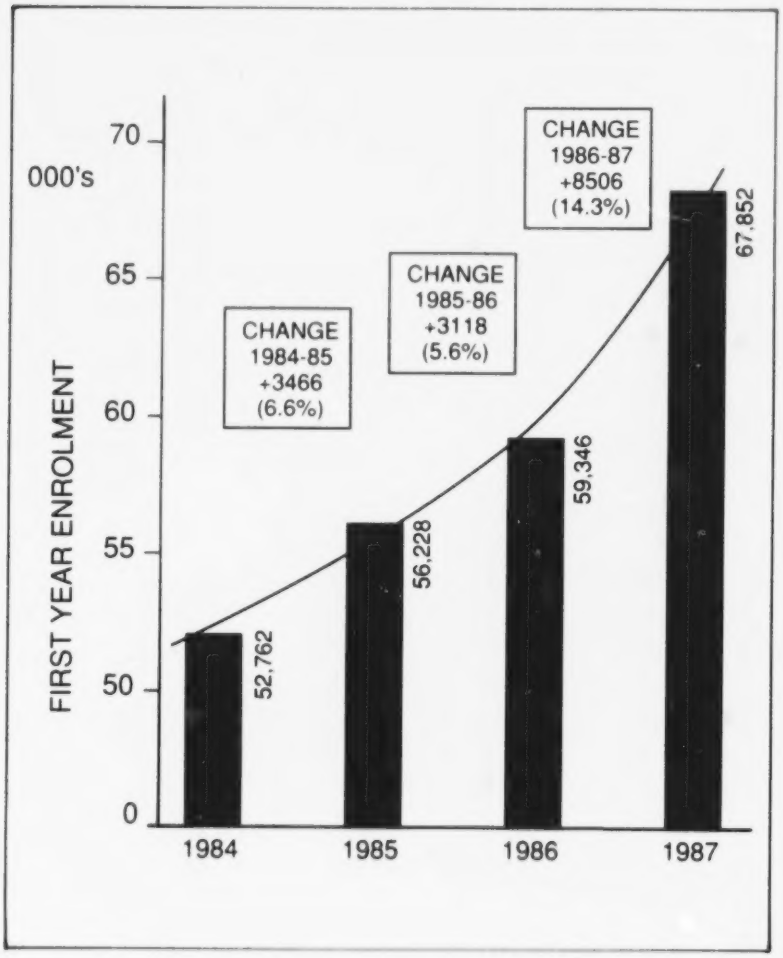
Mode

4.42 TOC C had more part-time day (43.5 per cent) and more full-time enrolments (37.4 per cent) than the average, with a correspondingly low proportion of evening enrolments at 14.3 per cent. Block release figures were low, although there was a substantial rise of 51 per cent in 1987. Open learning enrolments reached a peak of 384 in 1986 and then fell to 212 in 1987.

Age

4.43 At 61.5 per cent, the 16-19 age group formed a higher proportion of the total than the all-TOCs figure, whilst the over - 25 group, at 28.5 per cent, was lower. However, enrolments in all three age groups increased annually.

FIGURE 15 TOC C first year enrolments on qualification courses 1984-1987 — Illustrating the increase each year



Gender

4.44 TOC C had the lowest proportion of male enrolments of all the TOC categories, the overall male share in 1987 being only 15 per cent. In the sub groups, the proportions of males were particularly low in:

- C 1.1 (Nursing) 2 per cent
- C 1.5 (Paramedical) 8 per cent
- C 2.1 (Social Work and Caring) 12 per cent
- C 3.2 (Hair and Cosmetics) 15 per cent

Commentary

4.45 The growth in the number of elderly people in society is making increased demands on health and welfare services. There is a need, in particular, for more male employees in this sector. Additionally, there is greater spending on hairdressing and personal care, leading to a significant expansion of that sector. Hairdressing has a young labour force, but poor wages and inadequate career prospects result in a high labour turnover.

4.46 Authorities and their colleges are only just beginning to make an impact on education and training for social work and caring generally, and the low proportion of over-25s in TOC C suggests a failure to penetrate the retraining market. Educational provision in hairdressing has expanded to keep pace with growth in this sector, although YTS recruitment has adversely affected numbers on full-time courses.

TOC D SELLING AND STORAGE

Analysis

4.47 Although distribution forms a substantial portion of the country's service sector, TOC D is relatively small, comprising just under one per cent of WRNAFE enrolments. Whilst there were some fluctuations in enrolments throughout the period under review, the 1987 figure was 28 per cent above the 1984 level. However, there were significant differences between the sub-groups of this TOC category. D 1.1 (Retailing), by far the largest group, increased each year; on the other hand, D 1.2 (Marketing and Advertising) dropped sharply in 1987.

Mode

4.48 In 1987, three-quarters of the enrolments in TOC D were part-time day, the percentage of full-time enrolments being lower than in other TOC categories. Part-time day enrolments increased each year during the review period and there were fluctuations in both evening and block-release, with the 1987 figures in each case being above the 1984 levels. But there was a marked decline in enrolments for full-time courses in both 1986 and 1987. Enrolments in open learning programmes remained very small.

Age

4.49 The age profile in TOC D was heavily skewed towards the under - 20s throughout the review period, with the 16-19 age group still forming well over two-thirds of 1987 enrolments, even though in that year the enrolments in the age group went down. Enrolments in the over-25 group increased each year — a trend noticeable in almost all TOC categories.

Gender

4.50 In 1987, female enrolments formed 69 per cent of all enrolments in TOC D, well above the average for all TOC categories, and most of them were in the sub-group D 1.1 (Retailing). In that group, females formed almost three-quarters of all enrolments, whilst the number of females in D 2.1 (Storage/ Warehousing) was relatively small.

Commentary

4.51 Retailing remains a predominantly female-orientated sector as is demonstrated by the enrolments. Nevertheless, it is an expanding area within the distributive industry, although many of the jobs created are at the check-out and cash/wrap level. There is a high turnover rate both of employees and employers, and a decline in skilled sales jobs. From 1984, numerous small managing agents of YTS schemes have registered within the TOC D area. An increasing proportion of them organise on-the-job training, and their use of college provision has declined. Also, because of the growing demand for a part-time, flexible workforce, many large employers now organise their own in-house training both in sales and in computer literacy. In their development plans, many

LEAs draw attention to the difficulty of penetrating the TOC D market, an area in which employers have been traditionally loath to grant day-release. Nevertheless, the overall rise in enrolments by 1987 suggests that the marketing efforts of colleges have been repaid. They appear to be holding their own in a rapidly changing industry.

TOC E SCIENTIFIC

Analysis

4.52 In 1987, TOC E formed just under one per cent of WRNAFE enrolments, its share having dropped slightly over the review period. Despite fluctuations in enrolments, the 1987 level was well above that of 1984, although this was not the case in non-qualification courses in which there was a decrease each year. However, it is interesting to note that, despite these annual decreases, non-qualification enrolments in this category, even in 1987, formed 36.9 per cent of the overall total. E 1.1 (Science and Mathematics), by far the largest sub-group, fluctuated in much the same way as the total category. The sub-group E 1.2 (Scientific Technicians) fell in size each year until by 1987 it was only one-third of the 1984 level. Enrolments in E 1.3 (Dietetics and Nutrition) were very low and fluctuated, with a sharp rise in 1987, whilst in E 1.4 (Environmental and Public Health) there was a small annual increase.

Mode

4.53 TOC E had a lower proportion of evening enrolments (16.1 per cent) than the average for all TOCs, with consequently greater proportions of part-time day (42 per cent) and full-time (37 per cent). Throughout the review period, there were fluctuations in enrolments for all modes of study, with no discernible trends other than an uncharacteristic decline in enrolments on open learning programmes in 1987.

Age

4.54 In 1987, the 16-19 age group was dominant, approaching two-thirds of all enrolments, higher than the average. The proportion of over-25s was only one quarter, lower than average. Enrolments in all three age groups fluctuated but there were no substantial changes in the proportions.

Gender

4.55 There was a significant trend for more females to be enrolled in TOC E. Overall there was a rise of 44 per cent, resulting in a higher proportion of females than was the case in 1984. So that male and female enrolments were virtually even. In 1987, there were 1,288 more female enrolments in E 1.1 (Science and Mathematics) than in 1984, representing an increase of almost 50 per cent. There was an annual increase of female enrolments in E 1.4 (Environmental and Public Health) but an annual fall in E 1.2 (Scientific Technicians) mirroring the overall fall in the sub group. Female enrolments in E 1.3 (Dietetics and Nutrition) remained low.

Commentary

4.56 There is evidence that some branches of this sector have a poor image in relation to pay and career progression and yet demand relatively high entrance qualifications. New technology is releasing time for more non-routine work but, at the same time,

this requires higher level skills which are provided for at educational levels above WRNAFE. Nevetheless, there is an increased demand for technicians related to the growth in scientific occupations generally. Although there was an overall increase in enrolments in TOC E, most of them were in General Science and Mathematics; the colleges appear to be unable to attract enrolments for Scientific Technicians to meet the skills shortages recorded. There is some reported difficulty in gaining local LMI in this category since the industry has in it numerous firms with small laboratories. Also, there is the point that a significant proportion of the scientific training in preparation for work in the TOC E area is to be found in general education, and there has been some confusion between TOCs E and V. This may be clarified in the most recent revision of the TOC classification which sub divides TOC V (See Appendix 5).

TOC F HOTEL, CATERING AND FOOD PREPARATION

Analysis

4.57 Enrolments in TOC F formed four per cent of WRNAFE enrolments. Throughout the period under review, enrolments remained fairly steady, fluctuating within two per cent of the 1984 figure and ending, in 1987, only 0.6 per cent below the 1984 level. Analysis of the sub-groups presents a slightly different picture. F 1.1 (Food Preparation and Cooking), which accounted for approximately three-quarters of all enrolments in this TOC category, fluctuated and ended with a slight overall drop, thus mirroring the total category. But there was a steady decline in F 1.3 (Food Processing), an overall rise in F 2.1 (Hotel/Innkeeping) and, following some fluctuation, there was a sharp rise in 1987 in F 1.2 (Food Service).

Mode

4.58 In 1987, TOC F had a smaller proportion of evening enrolments (12.5 per cent) than average, but a higher proportion of full-time enrolments (44.2 per cent). Nevertheless, the proportion of full-time enrolments fell each year, ending 22 per cent down on the 1984 level. The proportions of evening, part-time day and block-release all rose each year, block release ending, in 1987, 55 per cent above the 1984 level. See Figure 16.

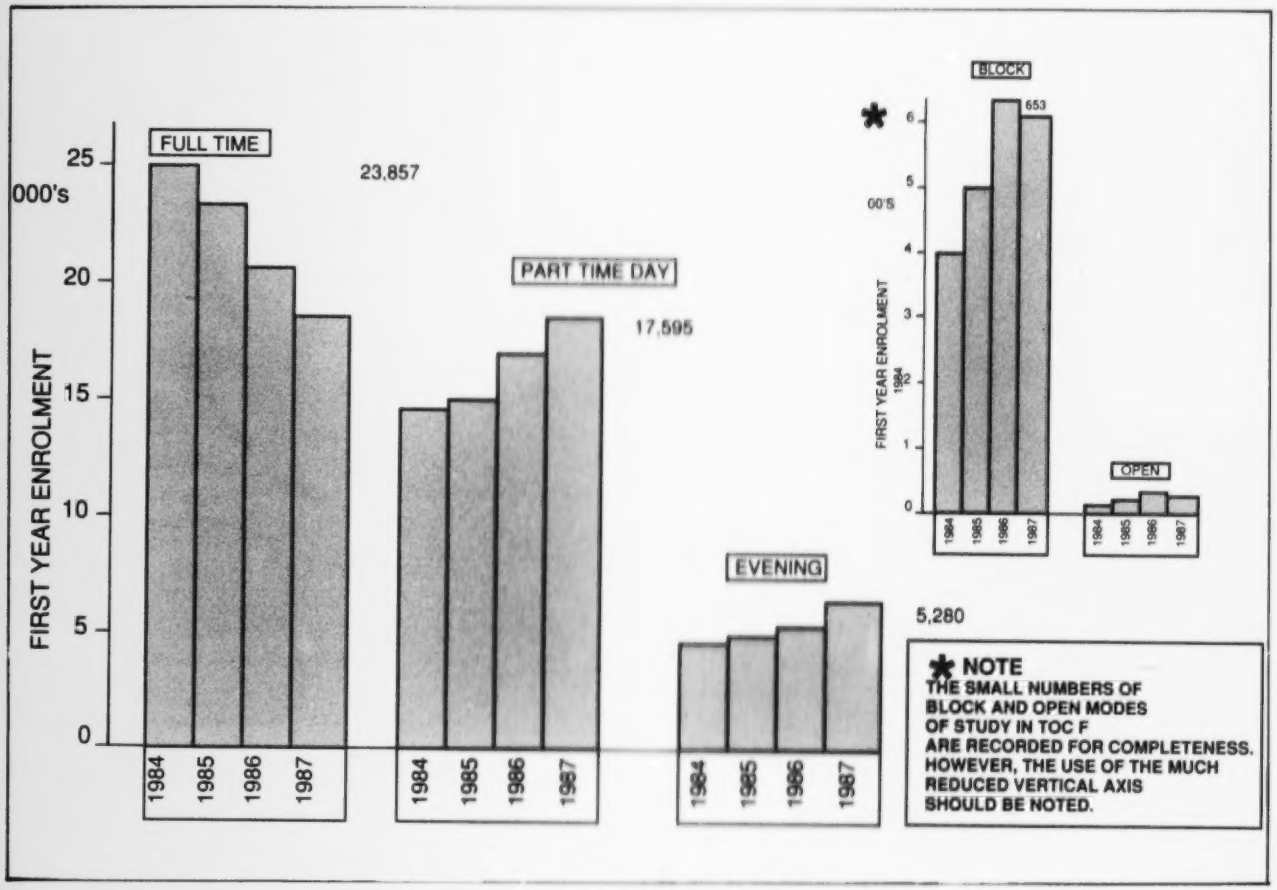
Age

4.59 In 1987 over two-thirds of all enrolments in this category were in the 16-19 age group, well above the average for all TOCs, whilst the proportion of enrolments in the over-25 group was well below the average. However, whilst numbers in the 16-19 age group fell each year during the review period, the over-25 group rose each year, ending, in 1987, 39 per cent above the 1984 level.

Gender

4.60 Although, in 1987, females comprised 60 per cent of all TOC F enrolments, above the all-TOC average, the actual numbers of females declined by about one per cent each year. This trend was reflected in all the sub-groups except F 1.2 (Food Service) in which there was a notable rise in 1987. It is interesting to note that the number of male enrolments in TOC F increased by 13 per cent during the period under review.

FIGURE 16 First year enrolments in TOC F for years 1984 - 1987 analysed by mode of study



Commentary

4.61 Despite its reputation as being poorly paid, and, in many cases, lacking career progression, this sector has been employing a growing number of people. However, the industry is characterised by part-time employment, high labour turnover and, in some parts of the country, its seasonal nature. The most rapidly growing area has probably been in fast food, in the many outlets for which there is a minimal need for skill. Nevertheless, within the industry generally there are reported shortages at semi-skilled and higher skill levels, particularly in management and supervisory posts.

4.62 Whilst there may be local exceptions, there appears to have been very little curriculum change in enrolment terms in TOC F with national enrolments remaining steady whilst the industry was growing. The low numbers in the over-25 age group suggest a failure to penetrate the adult retraining market. However, there is some evidence that colleges are meeting a growing demand for employer-specific short course provision.

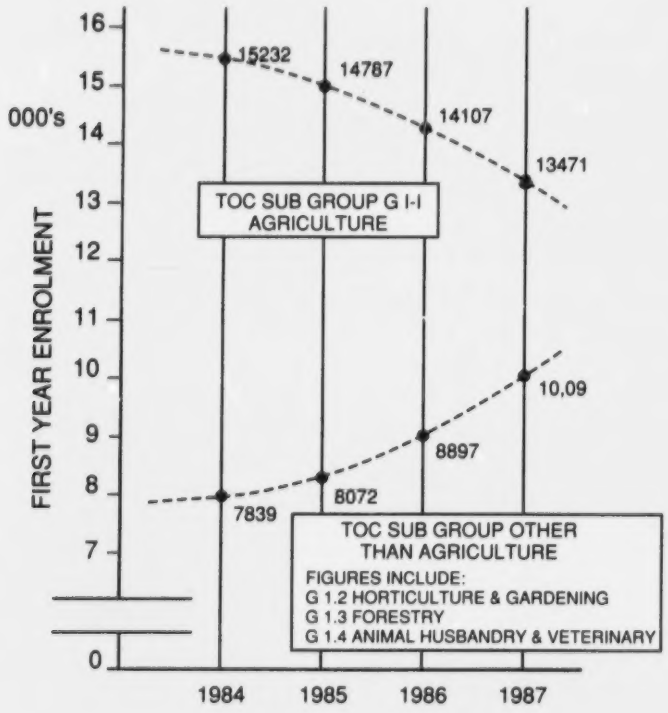
TOC G AGRICULTURE AND RELATED SUBJECTS

Analysis

4.63 In 1987, enrolments in TOC G comprised 2.3 per cent of WRNAFE enrolments, the share having fallen slightly since 1984. After a fall in 1985, enrolments recovered until, by 1987, they numbered 23,568, just 497 above the 1984 figure.

4.64 Enrolments in the largest of the sub groups, G 1.1 (Agriculture), fell each year and dropped 11.6 per cent over the review period, so that, although in 1984 G 1.1 accounted for two-thirds of the total category, by 1987 its share was only 57.2 per cent. On the other hand, G 1.2 (Horticulture and Gardening) increased each year, as did G 1.4 (Animal Husbandry and Veterinary), the latter increasing by a substantial 112 per cent. Enrolments in G 1.3 (Forestry) fluctuated and reached only 313 in 1987. See Figure 17.

FIGURE 17 First year enrolments on qualification courses in TOC G, 1984-1987 — Trend in Agriculture (G 1.1) compared with other sub groups in the TOC



Mode

4.65 Enrolments for evening courses remained low, accounting for only 8.2 per cent of total enrolments. The biggest proportion was part-time day with 56.3 per cent, followed by block-release with 22 per cent and full-time enrolments at 13 per cent. Part-time day enrolments increased each year whilst full-time sustained an annual fall and lost almost 1,000 enrolments over the review period.

Age

4.66 Over two-thirds of TOC G enrolments were in the 16-19 age group, a higher proportion than many other TOCs, with the 20-24 group forming only 12.3 per cent of the total. The over-25s formed 18.3 per cent of the total. This was lower than many other TOCs, but their numbers increased annually, as opposed to enrolments in the 16-19 age group which fell in 1985 and 1986 and had a small increase in 1987.

Gender

4.67 Female enrolments in TOC G increased each year, resulting in an overall increase of 721 by 1987, but the female proportion of the total category was still only 21 per cent and was low compared with many other TOCs. However, there was a very high proportion of females in G 1.4 (Animal Husbandry and Veterinary). In that sub group, female enrolments rose annually and more than doubled during the review period, moving from 74 per cent in 1984 to 86 per cent of the sub group total in 1987. In G 1.1 (Agriculture), female enrolments fluctuated, as they did also in G 1.2 (Horticulture and Gardening), though the latter, unlike the former, ended the period with an overall rise. Female enrolments in G 1.3 (Forestry) were so small as to be insignificant.

Commentary

4.68 For many years there has been a decline in the number of people employed in agriculture owing to increasing levels of mechanisation and changes in working methods. This may be exacerbated by land being converted to other uses. In addition to farm mechanisation, new technology is being implemented in management information and monitoring systems, leading to demands for new skills. The current extension of recreational activities in rural areas also requires skills diversification. In horticulture there is an increase in the number of garden centres and a growing demand for container plants. Thus there has been increased sophistication in plant propagation. As a result there has been improved quality control and increased demands for new skills. Other demands are associated with leisure, parks and sports centres which give rise to growth in the supporting horticulture.

4.69 The early WRNAFE development plans did not consider the rural sector to any great extent. Agricultural colleges appeared, initially, to be not always closely integrated into a local authority's wider further education system and they were often excluded from overall WRNAFE planning (See Development Planning in NAFE Bulletin No 4). However, this was not the case in later development plans. Agricultural colleges have traditionally had close links with the industry they serve, and this has continued. There is evidence to suggest that they have diversified substantially in recent years, serving a much wider section of the rural community and maintaining their enrolments overall, despite the loss of job opportunities in agriculture. Throughout the review period, enrolments in horticulture have increased to

match demand. However, the low proportion of over-25s across the total category indicates that the adult retraining market has not yet been fully exploited.

TOC H FISHING

Analysis

4.70 This must be regarded as a very minor TOC category since in 1987 there were only 162 enrolments recorded at WRNAFE level. Enrolments remained steady throughout the review period, with the majority being on block-release courses. Almost 90 per cent of the enrolments were in the 16-19 age group. There were 8 female enrolments.

TOC J TRANSPORT OPERATIONS

Analysis

4.71 Enrolments in TOC J formed less than one per cent of WRNAFE enrolments. There was a rise each year during the review period, ending in 1987 at a figure 28 per cent above the 1984 level. There are no sub groups in this category.

Mode

4.72 There were very few part-time day or block-release enrolments,the latter decreasing each year. Well over three-quarters of enrolments were on evening courses and they increased each year, whilst full-time enrolments fluctuated and finally formed 13 per cent of the total.

Age

4.73 Most of the enrolments (80 per cent) in TOC J were in the over-25 age group and their numbers increased each year.

Gender

4.74 Only 14 per cent of the 1987 enrolments were female, well below the average for all TOCs.

Commentary

4.75 During the period under review there was a continuation of the switch from rail to road haulage. Whilst this led to increased growth, the employment potential was often in the self-employed sector. Deregulation in the passenger transport industry led to a decline in the use of college provision. Most of the students in colleges are mature and presumably in full-time employment, hence the emphasis on evening courses. There is potential for a greater use of open learning.

TOC K CONSTRUCTION AND CIVIL ENGINEERING

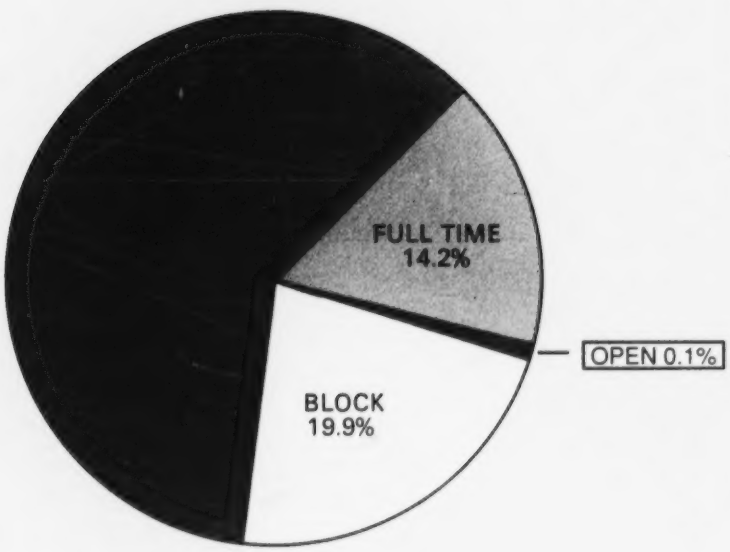
Analysis

4.76 In 1987, the enrolments in TOC K comprised 5.2 per cent of WRNAFE enrolments. Throughout the period under review, enrolments rose each year, ending 28.8 per cent above the 1984 level. The steady rise each year was equally true of all the sub groups concerned with craft skills, K 1.3, K 1.4 and K 1.5. Although K 1.2 (Design, Surveying, Valuation) rose each year, it was to a lesser extent. Enrolments in K 1.2 (Civil Engineering and Construction) remained steady until 1987, when there was a sharp rise of 26 per cent.

Mode

4.77 Part-time day enrolments rose each year and formed over half the enrolments in TOC K. Block-release figures rose similarly and formed one-fifth of the total enrolments. Thus evening and full-time enrolments formed quite small proportions. Whilst there was some fluctuation in full-time enrolments, the 1987 figures were above the 1984 level. Enrolments on open learning programmes remained low. See Figure 18.

FIGURE 18 First year enrolments on qualification courses in TOC K (1987) — Analysed by mode of study



Age

4.78 Almost three-quarters of the enrolments in this category were in the 16-19 age group. In the remaining quarter there were more enrolments in the 20-24 group than there were over-25, a rather different picture from most other TOC categories.

Gender

4.79 Although female enrolments comprised only three per cent of all the enrolments in TOC K, there was a substantial rise in enrolments of 84 per cent over the review period. This was mirrored in the overall rise in K 1.2 (Civil Engineering and Construction). Even in the craft skills of K 1.3 (Brick, Paving, Stone) and K 1.5 (Wood, Glazing, Paint) female enrolments more than doubled. On the other hand, female enrolments in K 1.4 (Plumbing, Heating and Refrigeration) remained small.

Commentary

4.80 After a period of retrenchment in which there was a significant reduction in the number of apprenticeships and a falling off in training generally, the construction industry is currently in a period of growth. Consequently, there is now an increasing shortage of skilled labour, most noticeably in major projects in both public and private sectors. The extent to which training will also expand will depend on major changes such as the growth in self-employment and the probable increase in sub-contracting and off-site fabrication. The substantial rise in enrolments in TOC K suggests that colleges are making a significant contribution to meeting skills shortages. Education has traditionally had close links with the construction industry and with the active Construction Industry Training Board. However, there is evidence to suggest that access to more detailed labour market information, and the new planning processes, has enabled colleges to make an increased and more carefully directed contribution to meeting skills shortages in this industry.

TOC L MINING, OIL EXTRACTION AND QUARRYING

Analysis

4.81 In 1987 there were only 704 enrolments in this category. It must therefore be regarded as a minor TOC. It was also one of the few categories that sustained a substantial overall drop in enrolments during the review period. This substantial decline was at its greatest in the enrolments of the 16-19 age group, which dropped from 519 in 1984 to 135 in 1987, by which time they formed just under one-fifth of the total. Most of the 1987 enrolments were on part-time day courses, and the majority of them were in the over-25 group.

Commentary

4.82 Evidence based on local intelligence in development plans indicates the provision of short courses and out-reach work associated with North Sea oil. Much of this provision will not be reflected in our database.

TOC P MOTOR VEHICLE REPAIR AND MAINTENANCE

Analysis

4.83 Enrolments in TOC P comprised 2.5 per cent of the 1987 WRNAFE enrolments. There was a slow increase in enrolments over the review period, interrupted only by a small drop in 1986, and resulting in an overall increase of 7.6 per cent. There are no sub groups in this category.

Mode

4.84 In 1987, over the three-quarters of the TOC P enrolments were on part-time day courses, with correspondingly small proportions in evening and full-time. There were 2216 enrolments on block-release in 1987, whilst on open learning programmes enrolments were so low as to be insignificant.

Age

4.85 Well over four-fifths of the enrolments were in the 16-19 age group, a much higher proportion than in other TOC categories. Over the review period, numbers in the 16-19 age group fluctuated but there was an overall rise. The 20-24 age group also fluctuated, ending with an overall fall. The over-25 group, although small, slowly increased each year.

Gender

4.86 Female enrolments formed only 1.7 per cent of all enrolments in TOC P. The numbers fluctuated during the period under review, resulting in a slight overall increase but no discernible trend.

Commentary

4.87 Although there has been, and continues to be, an increasing level of sales in the motor industry, vehicles are now more reliable and the service hours per year have been drastically reduced. Additionally, there is increased usage of computerised diagnostic and automatic testing. This has led to a reduction in the number of traditionally skilled workshop staff. Nevertheless, there are likely to be skills shortages because of the significant reduction in junior traineeships and apprenticeships. The apprenticeship system has now been replaced by various YTS schemes. The demands for skill up-dating are often for skills of a very specialised nature and they are frequently met, when concerned with new technology, by trade manufacturers' courses. College provision is generally related to basic training.

TOC R PRINTING AND BOOK PRODUCTION

Analysis

4.88 In 1987, there were 3760 enrolments in TOC R, forming only 0.36 per cent of WRNAFE enrolments. Despite a small drop in 1987, the figure in that year was 23 per cent above the 1984 level. There are no sub groups in this category.

Mode

4.89 The proportions of part-time day enrolments (52 per cent) and of block-release (16 per cent) were higher than the average for all TOCs, with correspondingly smaller proportions for evening and full time. Enrolments for full-time courses fell each year, with a most marked drop in 1987.

Age

4.90 Two-thirds of the enrolments in TOC R were in the 16-19 age group and the proportion of enrolments in the over-25 group was correspondingly low, lower than in most other TOCs.

Gender

4.91 In 1987, female enrolments in this category formed only 18 per cent of all enrolments, having reached a peak of 22 per cent in 1986 and then fallen sharply in the final year of the period under review. Nevertheless, the actual number of female enrolments was above the 1984 level.

Commentary

4.92 The introduction of new technology into the industry has led to a reduction in the number of employees and a radical alteration in working practices. Nevertheless, it is an industry which is, to some extent, characterised by small firms. It is therefore both interesting and significant that colleges not only maintained their recruitment levels, but that there was an increase of nearly a quarter.

TOC V GENERAL EDUCATION

Analysis

4.93 In 1987, TOC V was the largest of the TOC categories, with a third of a million enrolments on courses leading to recognised qualifications. This gave it a 32.1 per cent share of WRNAFE enrolments on qualification courses. Enrolments increased each year during the review period, but the rise in 1987 was very small. Figures in this analysis of TOC groups refer to qualification courses only. However, it is worth noting that within the non-qualification courses, TOC V had a share of 46.3 per cent.

Mode

4.94 Over half of the enrolments in TOC V were on evening courses. Almost a quarter were full-time and one-fifth were part-time day enrolments. There was little use of block-release. Enrolments on full-time courses increased annually. This was true also of enrolments on open learning programmes, which rose from 3061 to 6778 over the four years of the review period. See Figure 19.

Age

4.95 Half the enrolments were in the 16-19 age group, a slightly smaller proportion than in many other TOCs. Enrolments in that age group rose every year, except 1987, and ended the review period with an additional 12,688 enrolments. The over-25s accounted for a third of the total in 1987, and their enrolments rose annually, ending with an additional 27,712, an increase of 34.6 per cent.

Gender

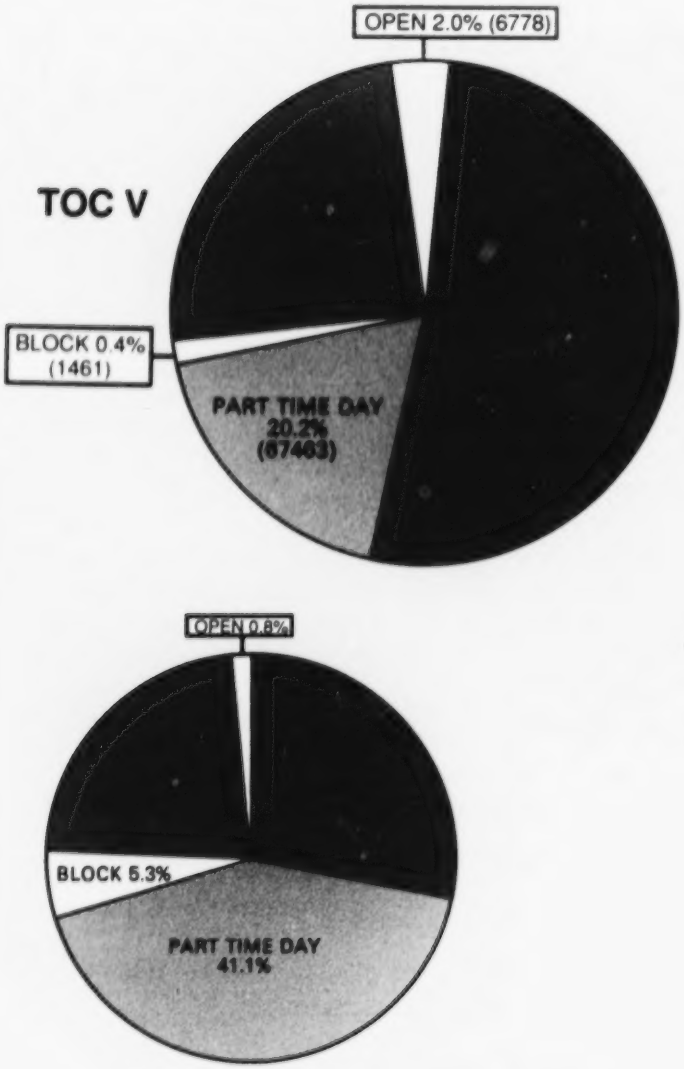
4.96 In 1987, 59 per cent of the enrolments in TOC V were female. This was a little above other TOCs, and the proportion remained steady throughout the review period.

Commentary

4.97 There are sound arguments for including the enrolments of this category in any definition of WRNAFE. Some learners may choose to study a group of "O" (now GCSE) or "A" levels in scientific or technical subjects or in subjects relevant to business. Others may choose similar groups of subjects, say at "A" level, with a view to obtaining exemption from part of a professional examination, or as a necessary entrance qualification to work-related provision at levels beyond WRNAFE. There is also evidence that some employers still seek a broad general educational qualification from their applicants.

4.98 The increase in enrolments in the 16-19 age group is interesting when set against the quite substantial fall in the size of the age cohort across the country, although some of the increase

FIGURE 19 *Modes of study in TOC V (1987) — Chart for all other TOCs included for comparison*



ALL OTHER TOCs (1987)

AGGREGATES OF MODES OF ATTENDANCE IN ALL TOCs EXCLUDING TOC V PRESENTED AS PERCENTAGES OF THE TOTAL 1987 FIRST YEAR ENROLMENTS EXCLUDING TOC V

(BOTH CHARTS ARE FOR QUALIFICATION COURSES)

may be accounted for by tertiary reorganisation. Provision for the substantial number of over 25s in TOC V indicates a significant contribution to adult education, much of which was probably work-related in so far as it was motivated by career aspirations.

TOC W PROCESSING

Analysis

4.99 Although processing forms a substantial portion of the country's manufacturing sector, TOC W is relatively small, comprising just under one per cent of WRNAFE enrolments. Despite a drop in 1987, the figure remained above the 1984 level. Over two-thirds of the enrolments were in the sub group W 1.3 (Discrete Processing). The rest were divided almost evenly between W 1.1 (Design, Development and Production Planning) and W 1.2 (Continuous Processing). Enrolments in W 1.5 (Packaging) totalled only 22 in 1987, having fallen each year throughout the review period.

Mode

4.100 At only 10.5 per cent of the total, evening enrolments formed a lower proportion than the average in all TOCs. There were correspondingly greater proportions of part-time day and block-release, although there was an overall decline in the latter. Enrolments in open learning programmes fluctuated, but there was an overall rise.

Age

4.101 Just under two-thirds of enrolments were in the 16-19 age group. Although the proportion of over-25s was lower than average, the numbers increased each year.

Gender

4.102 Female enrolments in TOC W formed 22 per cent of the total for the category, well below the average for all TOCs. Whilst the female enrolments in W 1.1 (Design, Development and Production Planning), declined each year, those in W 1.2 (Continuous Processing) rose each year. Female enrolments in W 1.3 (Discrete Processing), the largest sub group, fluctuated and there was no discernible trend.

Commentary

4.103 This is a wide category, broadly covering manufacturing industry except engineering. Shop floor jobs are particularly susceptible to mechanisation. New technology has affected skills in all processing industries.

TOC X ENGINEERING

Analysis

4.104 TOC X is a large category, with 109,281 enrolments on courses leading to recognised qualifications, giving it a 10.5 per cent share of WRNAFE qualification enrolments. After drops in enrolments in 1985 and 1986 there was a 2 per cent increase in 1987, but the total remained 1,657 below the 1984 figure. Non-qualification enrolments in TOC X formed 8.2 per cent of all WRNAFE non-qualification enrolments.

4.105 The two largest sub groups, X 1.1 (Design, Development, Production Planning) and X 1.4 (Assembly), accounted for well over two-thirds of the total for the category. Both these sub groups fluctuated during the review period, but they both ended, in 1987, with enrolments higher than 1984. Enrolments in all other sub groups in TOC X fell, including X 2.1 (Manufacture of Electronic Goods and Components), which fell by 28.4 per cent. X 1.5 (Testing and Quality Control) fluctuated and enrolments were never more than in double figures.

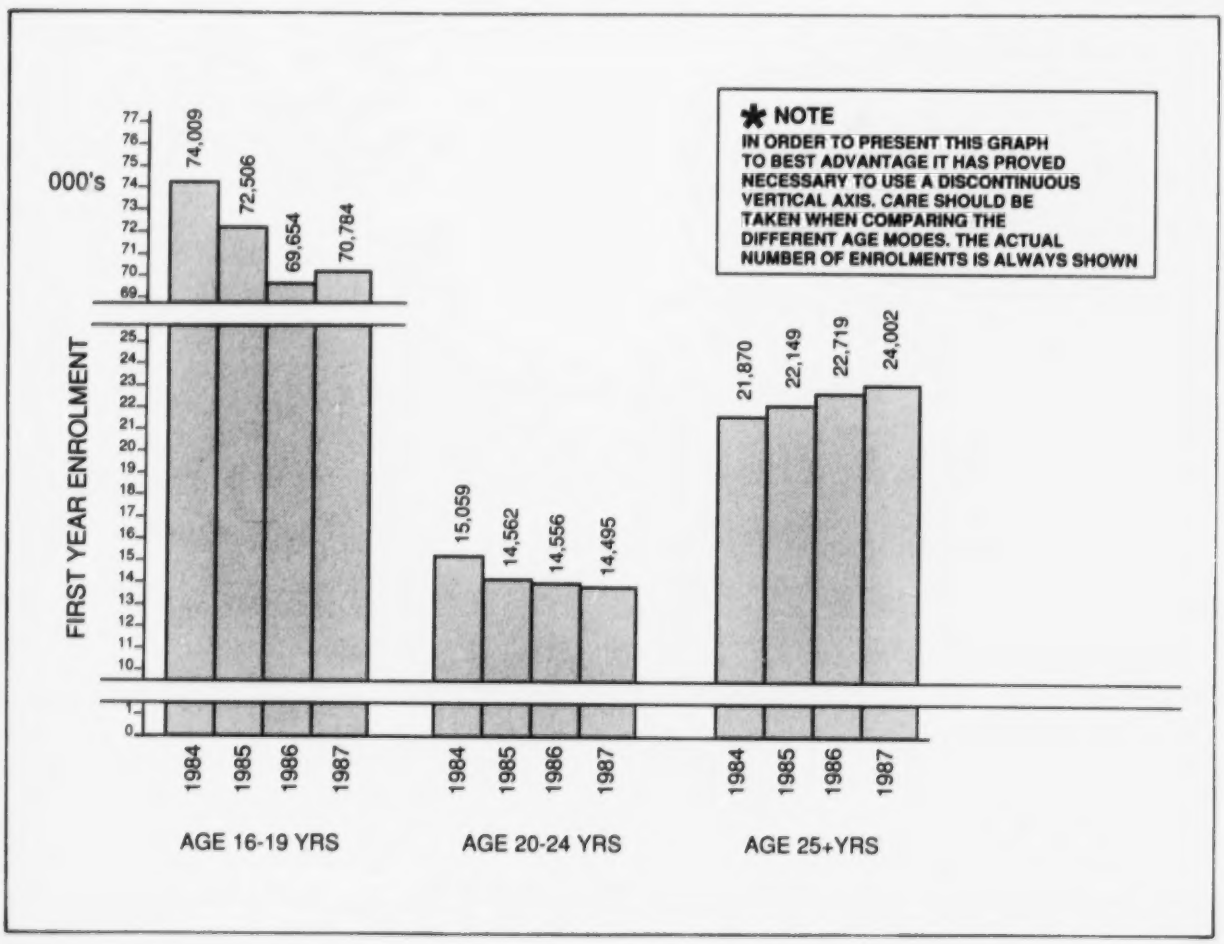
Mode

4.106 In 1987, part-time day enrolments accounted for almost half of the total. Evening enrolments at 23.8 per cent and full-time enrolments at 16.9 per cent were lower than many other TOCs. Part-time enrolments fell in 1985 and 1986 but rose significantly in 1987 to a figure above the 1984 level. Evening enrolments increased annually, whilst full-time enrolments sustained an annual fall, losing 3614 enrolments or 16.4 per cent of the 1984 figure. By 1987, enrolments in open learning programmes had risen from 872, in 1984 to 1,488.

Age

4.107 Although in 1987 there was an increase in enrolments within the 16-19 age group, the figure that year was 3,225 lower than in 1984. Nevertheless, as a proportion of the total category, the 16-19s formed 64.8 per cent, higher than in many other TOCs. The 20-24 group formed 13.3 per cent and the over-25s formed 22 per cent, the latter being a smaller proportion than in many other TOCs. However, the over-25s increased annually whilst the 20-24s sustained a slight annual fall. These changes are summarised in Figure 20.

FIGURE 20 TOC X first year enrolments on qualification courses 1984-1987 — Analysed by age



Gender

4.108 TOC X had a very low proportion of female enrolments; 4,646 enrolments in 1987 represented only 4.3 per cent. Well over three-quarters of them were in the two large sub groups X 1.1 (Design, Development and Production Planning) and X 2.1 (Manufacture of Electronic Goods and Components).

Commentary

4.109 The engineering industry is varied in both its nature and its scope, and this precludes generality of description. Basically, there is a continuing pattern of expansion in electronic engineering and there is strong growth in the development of multi-skilling throughout the industry. Employment in traditional mechanical engineering continues to fall despite increased optimism in the industry and rising production to meet fuller order books. The introduction of numerically controlled machinery and CAM has increased the efficiency of the shop floor but this does not manifest itself in an increased workforce.

4.110 Traditionally the engineering industry has emphasised specific skills training rather than general education and management. Many of the current problems of the industry result from this approach, for example inflexibility of workers, trade demarcations and limited retraining opportunity. Short courses in, for instance, supervisory skills, CAD/CAM and other updating (PICKUP) are directed towards these problems.

4.111 There is a rising demand for technicians and draughtsmen, the former requiring an increased range of skills to meet the requirements of new technology. Many engineering technicians and craftsmen are employed in industries outside the engineering industry. The demands for technicians to support new developments in printing and textiles are particularly high. Whilst 'stop-go' training is not exclusive to engineering, it is nevertheless an important factor in the current list of skills shortages reported in engineering.

5. SUMMARY

5.1 In 1985, following an agreement between MSC and the Local Authority Associations that LEAs should be required to prepare rolling development plans and annual programmes related to their WRNAFE provision, the FEU established a research project aimed at assessing changes in the balance and perceived quality of the curricular provision resulting from the exercise.

5.2 The research involved:

- detailed analysis of the plans and programmes of a sample of 21 LEAs in England and Wales;
- close contact with officers of a small group of authorities within the sample;
- national surveys by postal questionnaire;
- establishment of a database providing national statistics on enrolment patterns in occupational groups (TOC-NAFE) for the period 1984-87;
- a series of linked studies of cross-curriculum aspects of provision.

5.3 Whilst the scope of their development plans may have varied, all LEAs — following guidance from advisory groups convened by MSC — created planning frameworks which, in the main, provided for:

- new approaches to consultation, particularly with industry, opting for either centrally led mechanisms or central co-ordination of college consultative processes; or an amalgam of both, considerable emphasis being placed on market research as an element of consultation;
- systematic collection and collation of labour market information and management information, the extent to which this was computerised varying considerably between authorities;
- preparation of revised forms of resource allocation, linked, in some cases, with target student FTEs;
- creation of monitoring and evaluation procedures as essential ingredients in the review element of planning.

5.4 Many LEAs experienced difficulty in synchronising their planning cycle with the budget cycle. A model suggesting one possible solution to this difficulty is offered in Figure 5 on page 29, in which the Joint Review by both Education and Finance provides a crucial point at which educational and financial considerations can be linked.

Curriculum change

5.5 Our summary of curriculum provision selects eleven areas where the most noticeable changes or shifts during the review period have been observed. Examples are chosen from the TOC groups where large numbers of student enrolments are involved

or where the impact on the curriculum is greatest. Details of these changes are included in the body of Chapter 4, and relevant paragraph numbers are given here in the margin to assist cross-referencing.

para 4.6 **During the review period, 1984-1987, first year enrolments on qualification courses (all TOCs) rose by 16.3 per cent.**

The main rises occurred in:

4.25 TOC A (Administrative and Clerical);
4.33 TOC B (Creative, Education and Recreational);
4.40 TOC C (Health, Community and Personal) and
4.76 TOC K (Construction and Civil Engineering).

At TOC sub group level large increases were recorded in:

4.26 A.1.2 Finance and Law;
4.34 B.4.1 Leisure;
4.41 C.2.1 Social Work and Caring;
4.41 C.3.2 Hair and Cosmetics
4.64 G.1.4 Animal Husbandry and Veterinary.

In many vocational areas FE colleges appeared generally to be able to attract sufficient enrolments to match predicted skill shortages:

4.80 For example, increased enrolments in TOC K (Construction and Civil Engineering). However in some areas enrolment levels fell below the level of
4.56 predicted requirements, for example TOC E 1.2 (Scientific Technicians).

4.11 **Enrolments in open learning programmes more than doubled during the review period but the percentage of enrolments for this mode of study remained small.**

4.5 **Non qualification courses formed more than one third of all WRNAFE first year enrolments.**

4.6 There was a rise of 5.6 per cent during the review period, considerably less than the rise in qualification courses, and a fall of 1.2 per cent between 1986-1987.

4.11 **Evening and part-time day modes of study tended to increase on qualification courses in most TOC groups and overall.**

4.19 **There was a small increase in female participation. However in a number of TOC groups gender stereotyping persisted.**

4.29 For example TOC A (Administrative and
4.44 Clerical) and TOC C (Health, Community and Personal) continued to enrol large numbers

4.108 of females and TOC X (Engineering) large numbers of males. However the proportion
4.55 of females increased in TOC E (Scientific)
4.79 and TOC K (Construction and Civil Engineering).

para 4.17 **A swing towards qualification courses amongst 16-19 year olds occurred.**

4.17 **There was a marked increase in enrolments in the 25 + age group particularly on qualification courses:**

4.28 For example in TOC A (Administrative and
4.26 Clerical) and TOC B (Creative, Education and Recreational). Colleges appeared to make a significant contribution to adult
4.39 retraining in TOC B (Creative, Education
4.98 and Recreation) and TOC V (General
4.46 Education). However in TOC C (Health, Community and Personal) there was evidence that greater emphasis needs to be given to marketing opportunities for the 25 + age range.

Substantial growth in some industries was not matched by increases which might have been expected in related TOC groups:

4.62 For example enrolments in TOC F (Hotel,
4.105 Catering and Food Preparation) and TOC X (Engineering) failed to match the growth in most parts of their related industries.

4.12 **On non qualification courses there was a noticeable trend for part time day enrolments to increase.**

There was evidence in some areas that further education colleges responded positively to identified trends in the labour market:

4.68 For example, the response to diversification of the rural economy, TOC G (Agriculture and Related Subjects).

Bulletins

5.6 Throughout the duration of the project, eleven interim reports were published in a series of bulletins covering both planning issues and curriculum perspectives. (See Appendix 4) The planning bulletins reported good practice in WRNAFE planning procedures and the major issues raised in them are dealt with in detail in our third chapter. The curriculum bulletins surveyed, in the main, forms of delivery not adequately covered by our database and some cross-curriculum perspectives. They were based on linked studies (See Appendix 3) carried out by additional consultants. Each curriculum study provided an analysis of a specific cross-curriculum aspect of WRNAFE development

plans and supported its findings with brief case studies at both authority and college level.

5.7 The studies on delivery focussed on flexible learning (Bulletin No.7) and short courses (Bulletin No.10), both of which are major manifestations of a responsive college policy. A greater use of open and flexible learning was found in those authorities and colleges where:

- there was a clear definition and strategy in WRNAFE development plans, recognising the importance of an integrated approach to learning modes and the vital priority of staff development in enhancing staff skills.

A high level of short course activity, aimed principally at full-cost provision of vocational updating of those in employment, was found in those authorities and colleges where:

- training needs analysis was seen as a specific form of consultancy, and there was an enterprise culture fostered by college management and assisted by sympathetic interpretation of authority financial regulations.

5.8 The cross-curriculum studies focussed on rural issues (Bulletin No.4) gender participation (Bulletin No.8), provision for the unemployed (Bulletin No.9) and special needs education (Bulletin No.11). Respectively they:

- stressed the importance of shire counties ensuring that rural dimensions of consultation and planning were included in WRNAFE development plans, urging authorities to consider what provision their agricultural colleges could make for rurally based non-agricultural occupations;
- advised authorities that the formulation of WRNAFE development plans provides an opportunity to develop a strategic approach to effecting a change in gender participation in further education as an integral part of their policies on equal opportunities;
- indicated that long term unemployment in urban areas, caused by a structural imbalance in the the local labour market (defined in Bulletin No.1), presents special problems for WRNAFE planning teams and recommended a multi-agency approach to the planning of flexible forms of provision for the unemployed;
- suggested that good practice in the planning of special needs education should see such provision not so much as an extension of general education but as leading to vocational education related to appropriate occupational competences, urging the use of an inter-agency approach to planning.

6. CONCLUSIONS

6.1 The term "work-related" as applied to non-advanced further education (NAFE) was introduced by the White Paper *Training for Jobs*, but neither the White Paper nor subsequent national documents provided widely accepted definitions of the term. Many LEAs saw it as an inadequate concept on which to base categorisation of courses. Additionally, when agreement was reached on the preparation of detailed plans and programmes, there were those authorities who saw a serious weakness in restricting their planning to only part of their provision. From the outset, a significant number of authorities prepared plans for their total NAFE provision. By the third planning round in 1988, they had been joined by over half the authorities in England and Wales, some of whom had extended their planning to their total post-16 provision.

6.2 Under the terms of the 1988 Education Reform Act, planning by all LEAs of their further education provision will have wider scope and, more significantly, the strategic aspect of planning will be enhanced. Whilst colleges will be given considerable freedom to manage their affairs and allocate their resources, they will nevertheless be expected to operate within a strategic framework set by their LEA. Authorities, in consultation with governing bodies, will retain responsibility for determining the general educational character of their colleges and their place in the local education system. Hence medium term planning, based on the developing needs of a local authority's area will assist in clarifying the directions in which an authority wishes its total further education service to move. In this context, the importance of a need for an overall vision to provide a coherent framework for detailed planning cannot be over-emphasised.

6.3 Those authorities that have developed a wide scope of planning in meeting the WRNAFE requirements are placed in a good position to meet the new demands of the Education Reform Act. They have also clearly demonstrated that all requirements can be met within a single planning mechanism. It must therefore be assumed that in order to retain the simplicity of a single system, all authorities have chosen — or are currently choosing — a three year period for their wider further education planning. Only by selecting this time-scale will it be possible to avoid wasted effort on parallel but unrelated planning mechanisms and develop a fully co-ordinated planning strategy across the total further education service, something which a growing number of authorities have already seen as vital.

6.4 The importance of consultation, particularly with industry, will not diminish in the future and this will entail a continuing search for fully participative and yet cost-effective consultation processes. Although, in line with the thinking in *Training for Jobs*, authorities and colleges have expended considerable extra effort on consultation with industry since the autumn of 1985, few LEAs have expressed total satisfaction with the results. Employer commitment to initial training, post-experience training and re-

training varies from industry to industry, and is often limited. Even where there is commitment, there remains a vital need for improvement in the articulation of training requirements. It is therefore difficult to escape the conclusion that the general concept of wider consultation with industry allied to more employer-led guidance has not yet justified the expectations encouraged by *Training for Jobs*.

6.5 The development of Local Employer Networks (LENs) was seen as the establishment of focal points for employers to express, *inter alia*, their training needs. However, they have been slow to develop and, although there is evidence in a few places of some fruitful contact between LEAs and LENs, they appear to have added little to the WRNAFE planning process. Their role related to training may now be overtaken by the new Training and Enterprise Councils (TECs) envisaged in the White Paper *Employment for the 1990s*. Certainly, one of the priorities of TECs ought to be to ensure that the facilities and expertise available in the local authority further education service are exploited by local employers to a greater extent than they have been in the past.

6.6 Of growing importance as part of the consultative process is marketing, in both its research and promotional aspects. Whilst colleges may agree that marketing is probably one of the most effective forms of consultation, they appear to have had difficulty in finding adequate resources for it. Pump priming has been available from the Mutual Development Fund (MDF) and this has undoubtedly helped. But there has been a perhaps understandable reluctance in colleges, generally, to transfer some of their limited resources from delivery to marketing. If colleges are to follow the product cycle recommended by the Responsive College Project, they will need to adopt a bold approach to such a transfer of resources within their new-found freedom of financial control, together with a clear statement of priorities on marketing within staff development programmes.

6.7 Consultation between neighbouring local authorities remains limited. There is, of course, an element of paradox in the current emphasis on competitiveness alongside a requirement for detailed and co-ordinated planning. Nevertheless, the need for authorities, particularly those in metropolitan areas, to liaise with one another will be paramount if wasteful duplication in future provision is to be avoided.

6.8 Most Regional Advisory Councils (RACs) have not yet found a role in the WRNAFE planning context. On the whole, they are insufficiently resourced to carry out the co-ordination of the region's response to the needs of industry and employees within that region. At the time of our survey, few local authorities saw RACs as having any significant part to play in the planning exercise, other than the provision of a forum in which all the constituent authorities might exchange planning experiences. Where a more substantial role was seen, it was in those regions where the RAC had traditionally played a part in co-ordinating provision at non-advanced level before WRNAFE planning commenced.

6.9 Labour market information (LMI) and its translation into intelligence are important bases on which to plan a service that is

to be responsive to local industry's training needs. Yet the collection of reliable local information has proved difficult and MSC was, initially, unable to provide substantial help. Now that a range of sources of information has been uncovered, both inside and outside authorities, there is an urgent need to co-ordinate that information in order to provide an intelligible foundation for planning. In particular, work is required to remove incompatibilities between the various LMI databases which have often been developed independently. Additionally, whilst local LMI will always remain the most important, the growing emphasis on mobility of labour means that authorities and colleges must also have regard to regional and national LMI. Unfortunately, current sources of LMI tend not always to have a regional dimension, and national sources have a tendency to transmit incompatible messages.

6.10 No rolling development plan scheme can be sustained without an effective back-up management information service, and the scale of the operation required in an LEA further education service is such that computerisation is essential. There have thus been powerful moves by most LEAs to develop computerised management information systems (CMIS) and they have been assisted in meeting high installation costs by both the Education Support Grant (ESG) and the MDF. Although the initial processes, involving systems analysis, trials and staff training are time-consuming, most authorities expect they will have completed the work by 1992.

6.11 As part of their WRNAFE management processes, an appreciable number of local authorities were planning to introduce new approaches to resource allocation before the DES published its detailed guidance on the implementation of the 1988 Education Reform Act. These authorities will therefore be in a good position to meet the new demands of calculating annual budgets through the use of units of resource and the determination of programme weightings and mode weightings. Whilst the use of weightings to steer provision is specifically discouraged, they can, nevertheless, be instrumental in discouraging or facilitating flexible delivery. Since flexible delivery is an important element of responsiveness, authorities need to give careful consideration to the determination of mode weightings, if they intend to use them, and be ready to adjust them in the light of experience.

6.12 The elements of WRNAFE planning involve a number of sequential procedures, including review, drafting, consultation, approval, monitoring and evaluation. Each of these is lengthy and, as previously suggested, the whole process inevitably requires a planning cycle of three years. During this period, a number of successive plans and programmes will be at different stages of development and implementation. Alongside the planning cycle is the local authority budget cycle with fixed points for decision making regarding resource provision. If the single planning mechanism recommended earlier* is to have any impact, the two cycles must be synchronised in such a way that there is integration at certain key points such as the review of the financial year, calculation of a provisional quantum, approval of plan and programme and final setting of the authority's budget.

*see para 6.3

Whilst planning is vital, and must remain one of the important determinants of resourcing, it could become more significant if certain financial decisions, both local and national, were no longer taken on an annual basis. To be effective, strategic medium term planning should be accompanied by similarly medium term resource commitment on the part of both local and central government.

6.13 Although authorities and colleges have set up effective monitoring systems of enrolments and retention — indeed the conditions of the annual contract with MSC required this — with few exceptions there has yet to be any substantial progress in the development of evaluation procedures. The use of indicators of both effectiveness and efficiency is still at an early stage, although the majority of LEAs estimate they will be using them by 1991. This may seem an ambitious target; yet its achievement is vital if the totality of planning by local education authorities is to be brought to an acceptable state of sophistication.

CURRICULUM CHANGE

6.14 The detailed analysis offered in our fourth chapter reveals no major change; yet it identifies a number of shifts, by no means marginal, which indicate responsiveness to the country's vocational education needs. Perhaps the most significant of these shifts are:

- an overall increase in enrolments on courses leading to recognised vocational qualifications;
- enrolment changes in some vocational groups that more closely reflect changes in the labour market;
- increased numbers of enrolments in the 16-19 age group despite a fall in the size of that age cohort;
- substantial growth in vocational education for the over-25s;

In addition, there is evidence of changing course content related to new technologies and new working practices. Moves have been made towards modularisation and credit accumulation, and colleges are currently engaged, through staff development programmes, in ensuring that their provision meets the requirements of the National Council for Vocational Qualifications.

6.15 However, the extent to which the shifts in provision deduced from our database can be directly and indisputably attributed to WRNAFE planning initiatives is difficult to establish considering both the complex framework within which further education is provided and the many external influences that shape the service. The key question must be whether the shifts identified would have occurred had the WRNAFE planning processes not been introduced. The project team and most commentators believe they would. As a *Times* leader on 20 February 1989 suggested, "colleges of further education have long struck observers as the most market-oriented section of educational provision," and they "have often succeeded because they are close

to the local economy and have been able to respond to changing employment prospects."

6.16 Nevertheless, the requirement to plan in the form that has been developed as a result of the WRNAFE agreement may well have begun to promote a change in attitudes which will subsequently be reflected in the nature of the provision and may well lead to even greater responsiveness. The enforced brevity of our review period allowed us to examine in detail only two years of provision that were subject to WRNAFE planning. In the first of those two years, 1986, most authorities were still at the point of developing their planning mechanisms. The second year, 1987, would realistically be the first in which any significant impact might be seen. Our evidence suggests no major change in that year, although some trends may have begun to emerge which will become discernible only in later years.

6.17 For those in local authorities and colleges who engage in planning of provision there are two basic problems, both of which arise from the voluntary nature of further education. Firstly, there is some evidence that manpower needs are not reflected fully in the pattern of student demands, particularly of those in the younger age groups. These latter, despite improved counselling, still reflect individual choices which in themselves are subject to parental and peer influences and prejudices which may not match the needs identified during the strategic planning process.

6.18 Secondly, although since 1944 it has been and continues to be a statutory duty of every LEA to ensure that adequate facilities are provided for further education, there is no parallel compulsion on employers to make use of those facilities. Whilst legislation would probably be neither desirable nor effective, there is a need for much greater commitment on the part of employers not only to training but also to offering positive encouragement for their employees to engage in work-related further education. Such commitment is imperative if this country is to keep pace with its main industrial competitors.

6.19 There is, then, much to be planned, and the WRNAFE, now Work Related Further Education (WRFE), planning processes have the potential to assist in achieving an even greater responsiveness in further education provision. Whilst the impact of these processes on the curriculum to date has been minimal, something which in itself may reflect the considerable degree of responsiveness already existing in the colleges, WRNAFE planning has undoubtedly brought about a number of benefits to the local authority further education service.

BENEFITS OF WRNAFE PLANNING

6.20 As a result of the need to engage in WRNAFE planning, LEAS now have, *in situ*, planning mechanisms that will be essential if they are to meet the wider planning requirements of the 1988 Education Reform Act.

6.21 Because of the need to collect data in the preparation of WRNAFE plans, LEAs have much more detailed information on

provision within their colleges than they had previously, a view borne out by the preliminary findings of a research project conducted at the London School of Economics. This has brought about a clearer perception of their overall curricular provision, thus facilitating strategic thinking in terms of the total needs of an authority's area.

6.22 There is now a much more systematic approach to the collection and translation of local labour market information. This has by no means yet been developed fully, but the climate for discussion of the information has changed and the realisation of its value has been heightened.

6.23 The preparation of WRNAFE development plans, often in close liaison with local officers of the Training Agency, has led to substantially improved working relationships between LEAs and the Training Agency. This is particularly true at TA Area Office level. Our view is again substantiated by the research project conducted at the London School of Economics, one aim of which was to examine relationships, primarily in the field of WRNAFE planning.

6.24 Although the further education service has always engaged in consultation with industry, the requirements of WRNAFE planning have led to greater efforts and attempts to systematise the process; and this must eventually lead to improved liaison. However, in many cases, LEAs have expressed disappointment with the results and with the difficulty of consulting with those employers for whom training is seen to be of low priority and regarded as a cost rather than an investment.

PARTNERSHIP

6.25 The salient point is that currently there is no training culture in this country, despite the work of the Training Agency. It is important that one is developed. An essential element of such a culture would be the creation of much closer working relationships between the further education service and industry in which both sides, through partnership, seek to maintain a qualified and skilled workforce in society. The concept of partnership is a principle which underlies the proposed establishment of Training and Enterprise Councils (TECs). These councils are seen as providing an opportunity for employers to contribute locally to vocational education. However, they might also provide a structure whereby colleges could play a more significant part in the analysis of local training needs.

6.26 Partnership in planning, which would entail much more than merely nominating industrial representatives for governing bodies, would ensure that future WRFE planning contributes substantially to the efficacy with which further education assists the local economy by more closely meeting labour market needs. This would fulfil the prime aim of the 1984 White Paper *Training for Jobs*.

FUTURE RESEARCH

6.27 Since the curricular impact of WRNAFE planning may not have been fully evident by 1987, the final year of our statistical review, it appears to us to be important that the monitoring begun by the project leading to *Planning A Curricular Response* should be continued. This view is strengthened by the need for authorities to place what is now known as WRFE planning in the context of the wider strategic planning required by the Education Reform Act. Furthermore, innovative approaches to college budget allocations by authorities, the increased freedom about to be given to colleges in making their internal allocations, and the influence of reconstituted governing bodies may lead to new curriculum emphases in terms of both content and delivery. Any emergent variation in curriculum patterns identified by continued national monitoring would be of crucial importance to those engaged in future planning of the further education service, at whatever operational level they may be working.

ANNEXES

ANNEX 1	First year enrolments on *qualification* courses 1984 — 87 - All TOC groups and TOC sub groups.
ANNEX 2	First year enrolment on *non qualification* courses 1984 — 87 - All TOC groups and TOC sub groups.

Annexes and statistical information used in this report have been produced from the project database maintained for the FEU by:

Guildford Educational Services Ltd.,
32 Castle Street
Guildford
Surrey GU1 3UW
Tel. (0483) 579454

ANNEX 1

First year enrolments on qualification courses for the years 1984-87

GUILDFORD EDUCATIONAL SERVICES LIMITED

PROJECT RP311 FIRST YEAR ENROLMENTS BY TOC
DATABASE: All Courses but 999 for 84-87
SELECTION CATEGORY: ENGLAND & WALES

ALL LEAS IN ABOVE CATEGORY

		1984	1985	1986	1987
A 1 1	PERSONNEL ADMINISTRATION	496	536	629	800
A 1 2	FINANCE AND LAW	14059	15793	17498	23423
A 1 3	OPERATIONAL RESEARCH, STATS etc	38	57	40	59
A 1 4	BUSINESS STUDIES	61390	59654	61060	67649
A 1 5	ADMINISTRATION	7446	7961	9421	11317
A 1 6	RECEPTION AND SECRETARIAL	99378	103703	105357	113233
A 1 7	INDUSTRIAL RELATIONS	287	322	290	232
A 2 1	INFORMATION SCIENCE	262	355	315	269
A 3 1	GENERAL MANAGEMENT NEBSS	6084	5989	6812	7477
A 4 1	COMPUTER SCIENCE	5049	3837	6733	7121
A 4 2	GENERAL COMPUTING & DATAPROCESS	7138	8017	8457	12032
	TOTAL ADMINISTRATIVE & CLERICAL	201627	206224	216612	243612
B 1 1	DESIGN	18042	18839	19249	20700
B 1 2	CRAFT PRODUCTION	2986	2821	3360	4055
B 1 3	PHOTOGRAPHY AND AUDIO-VISUAL	1538	1766	2432	3075
B 1 4	PERFORMING ARTS AND STAGE-MANAGEMENT	3810	3722	4017	4813
B 1 5	OTHER ART	3241	3834	4070	4215
B 2 1	REPORT WRITING/AUTHORSHIP	320	559	916	878
B 2 2	LANGUAGES AND TRANSLATION	36244	39046	41471	43239
B 3 1	TEACHER TRAINING etc	6114	1556	1524	8927
B 3 2	EDUCATIONAL GUIDANCE	105	219	280	293
B 4 1	LEISURE	3733	5526	7573	10839
	TOTAL CREATIVE, EDUCATION & RECREATIONAL	76133	77888	84892	101034
C 1 1	NURSING STUDIES	7103	7036	7196	7538
C 1 2	MEDICAL/PSYCHIATRIC DIAGNOSIS	0	0	260	297
C 1 3	MEDICAL - TECHNICAL	343	260	21	63
C 1 4	NON-SURGICAL MEDICAL	375	413	483	517

		1984	1985	1986	1987
C 1 5	PARAMEDICAL	3540	3346	3139	3345
C 2 1	SOCIAL WORK AND CARING	7544	9227	11542	16317
C 2 2	SOCIAL STUDIES	2646	2836	2651	3401
C 3 1	CLEANING, WARD AUXIL/LAUNDRY	5213	6005	5713	6789
C 3 2	HAIR AND COSMETICS	25998	27105	28341	29585
	TOTAL HEALTH, COMMUNITY AND PERSONAL	52762	56228	59346	67852
D 1 1	RETAILING	6046	6257	7507	8099
D 1 2	MARKETING AND ADVERTISING	913	1766	1806	710
D 2 1	STORAGE/WAREHOUSING	92	60	134	274
	TOTAL SELLING AND STORAGE	7051	8083	9447	9083
E 1 1	SCIENCE AND MATHEMATICS	6599	7114	6371	7880
E 1 2	SCIENTIFIC TECHNICIAN	355	197	174	115
E 1 3	DIETETICS AND NUTRITION	89	68	69	86
E 1 4	ENVIRONMENTAL & PUBLIC HEALTH	221	259	273	275
	TOTAL SCIENTIFIC	7264	7638	6887	8356
F 1 1	FOOD PREPARATION AND COOKING	33500	32480	32930	32045
F 1 2	FOOD SERVICE	1203	1106	1316	1766
F 1 3	FOOD PROCESSING	125	106	118	62
F 2 1	HOTEL/INNKEEPING	7596	7930	7780	8277
	TOTAL HOTEL AND CATERING, FOOD PREPARATION	42424	41622	42144	472150
G 1 1	AGRICULTURE	15232	14787	14107	13471
G 1 2	HORTICULTURE AND GARDENING	6912	7153	7521	8306
G 1 3	FORESTRY	230	121	277	313
G 1 4	ANIMAL HUSBANDRY & VETERINARY	697	798	1099	1478
	TOTAL AGRICULTURE & RELATED SUBJECTS	23071	22859	23004	23568
H 1 1	FISHING	158	176	159	162
	TOTAL FISHING	158	176	159	162
J 1 1	TRANSPORT OPERATIONS	5996	6219	6935	7699

		1984	1985	1986	1987
	TOTAL TRANSPORT OPERATIONS	5996	6219	6935	7699
K 1 1	DESIGN, SURVEYING & VALUATION	975	1109	1155	1161
K 1 2	CIVIL ENG & CONSTRUCTION	8053	8025	8201	10366
K 1 3	BRICK, PAVING, STONE	8998	9212	10760	11640
K 1 4	PLUMBING, HEATING, REFRIGERATING	7735	8068	8656	9604
K 1 5	WOOD, GLAZING, PAINT	16244	17316	18985	21352
	TOTAL CONSTRUCTION AND CIVIL ENG	42005	43730	47757	54123
L 1 1	MINING, OIL EXTRACTION & QUARRY	934	967	918	704
	TOTAL MINING, OIL EXTRACT, QUARRY	934	967	918	704
P 1 1	MOTOR VEHICLE REPAIR AND MAINTENANCE	23678	24126	23905	25469
	TOTAL MOTOR VEHICLE REPAIR AND MAINTENANCE	23678	24126	23905	25469
R 1 1	PRINTING AND BOOK PRODUCTION	3044	3499	3879	3760
	TOTAL PRINTING AND BOOK PRODUCTION	3044	3499	3879	3760
V 1 1	GENERAL EDUCATION	287849	311302	332515	333305
	TOTAL GENERAL EDUCATION	287849	311302	332515	333305
W 1 1	DESIGN, DEVELOPMENT, PRODN PLANNING	1306	1783	1664	1320
W 1 2	PROCESSING: CONTINUOUS	1189	925	1166	1287
W 1 3	PROCESSING: DISCRETE	5382	5745	5933	5717
W 1 5	PACKAGING	43	50	36	22
	TOTAL PROCESSING	7920	8503	8799	8346
X 1 1	DESIGN, DEVELOPMENT, PRODN PLANNING	26293	26004	28718	32855
X 1 2	MACHINE TOOLS, JIG AND DIE MANUFACTURE	10597	11461	5089	7156
X 1 3	COMPONENT MANUFACTURE	16425	14595	12771	11053
X 1 4	ASSEMBLY	35352	35763	47312	45394
X 1 5	TESTING AND QUALITY CONTROL	47	71	83	23

		1984	1985	1986	1987
X 1 6	DIAGNOSTICS AND MAINTENANCE	5545	5830	852	862
X 2 1	MANUFACTURE OF ELECTRONIC ITEMS	16679	15493	12594	11938
	TOTAL ENGINEERING	110938	109217	106929	109281
	TOTAL FOR ENGLAND & WALES	**892854**	**928281**	**974128**	**1038504**

ANNEX 2

First year enrolments on non qualification courses for the years 1984-87

GUILDFORD EDUCATIONAL SERVICES LIMITED

PROJECT RP311 FIRST YEAR ENROLMENTS BY TOC
DATABASE: 84, 85, 86 & 87 '999' courses only

ALL LEAS IN ENGLAND & WALES

	1984	1985	1986	1987
A 1 4 BUSINESS STUDIES	24006	24397	26020	24283
A 1 6 RECEPTION AND SECRETARIAL	10557	12617	13900	13178
TOTAL ADMINISTRATIVE & CLERICAL	34563	37014	39320	37461
B 1 2 CRAFT PRODUCTION	37924	41180	41076	42451
B 1 4 PERFORMING ARTS AND STAGE MANAGEMENT	26239	28812	25189	27062
B 2 2 LANGUAGES AND TRANSLATION	32852	37888	39187	44949
B 4 1 LEISURE	42463	42458	43706	47467
TOTAL CREATIVE, EDUCATION & RECREATIONAL	139478	150338	149158	162729
C 2 2 SOCIAL STUDIES	16475	20388	21577	19438
C 3 1 CLEANING, WARD AUXIL/LAUNDRY	12386	11438	10576	11874
C 3 2 HAIR AND COSMETICS	19749	20645	21697	20094
TOTAL HEALTH, COMMUNITY AND PERSONAL	48610	52471	53950	51406
E 1 1 SCIENCE AND MATHEMATICS	7605	6433	5970	4887
TOTAL SCIENTIFIC	7605	6433	5970	4887
G 1 1 AGRICULTURE	3564	4636	4476	5486
TOTAL AGRICULTURE & RELATED SUBJECTS	3564	4636	4476	5486
V 1 1 GENERAL EDUCATION	258545	253238	280056	266477
TOTAL GENERAL EDUCATION	258545	253238	280056	266477
X 1 1 DESIGN, DEVELOPMENT, PRODN PLANNING	52775	51361	49516	47325

86

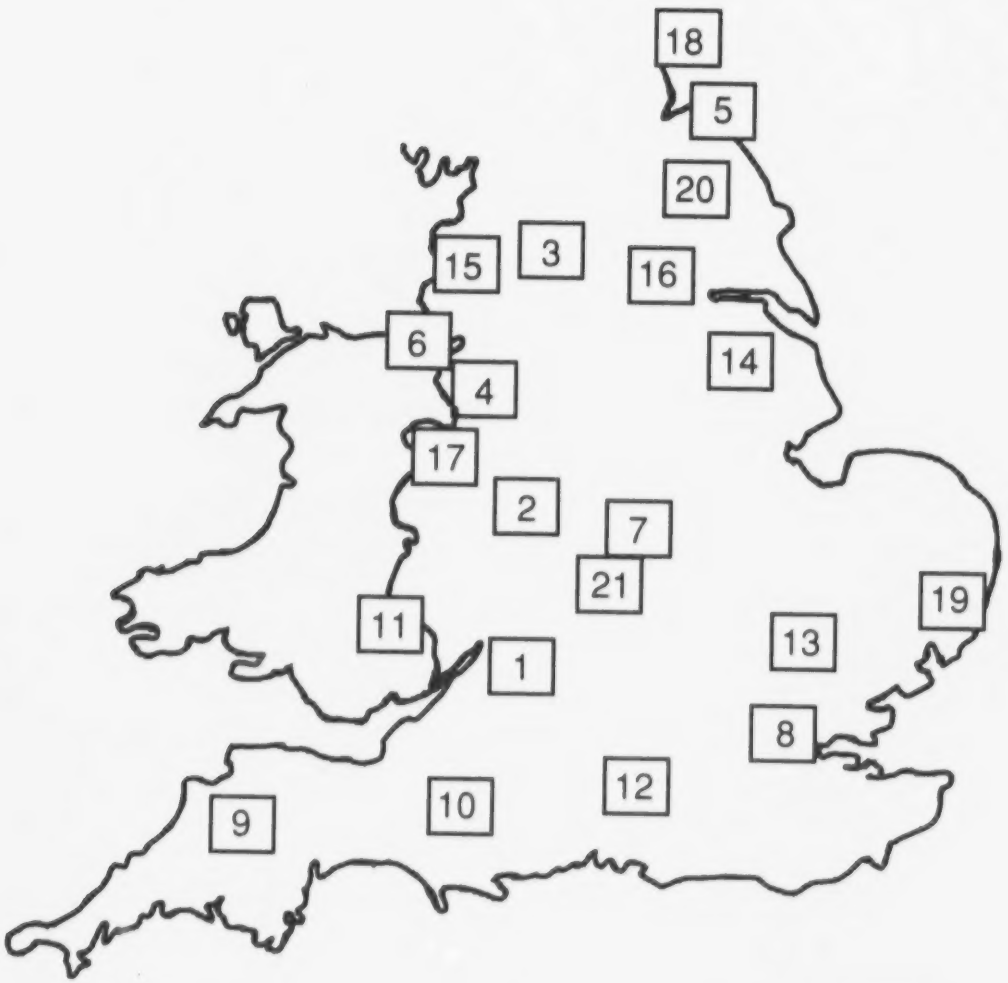
	1984	1985	1986	1987
TOTAL ENGINEERING	52775	51361	49516	47325
TOTAL FOR ENGLAND & WALES	**545140**	**555491**	**583046**	**575771**

APPENDICES

APPENDIX 1	Sample of LEAs used in the project.
APPENDIX 2	Membership of the Project Steering Committee, the project team and consultants.
APPENDIX 3	Special studies linked to the project.
APPENDIX 4	Bulletins produced as interim reports - WRNAFE series of bulletins.
APPENDIX 5	Training and Occupations Classification TOC (NAFE).

APPENDIX 1

SAMPLE OF LEAs



Reference No.	*LEA*	*Reference No.*	*LEA*
1.	Avon	12.	Hampshire
2.	Birmingham	13.	Hertfordshire
3.	Bolton	14.	Leicestershire
4.	Cheshire	15.	Liverpool
5.	Cleveland	16.	Sheffield
6.	Clwyd	17.	Shropshire
7.	Coventry	18.	South Tyneside
8.	Croydon	19.	Suffolk
9.	Devon	20.	Wakefield
10.	Dorset	21.	Warwickshire
11.	Gwent		

APPENDIX 2

MEMBERSHIP OF PROJECT STEERING COMMITTEE

Bill Petty		Chairman
Derek Betts		National Association of Teachers in Further and Higher Education
Derek Birch		Further Education Staff College
Russell Blackwell	*	Employment Department — Training Agency
David J Blake		Employers (British Aerospace PLC)
John Bushnell	#	Department of Education and Science (Further and Higher Education Branch 2)
Frank Courtney		Avon LEA
Dennis Drysdale		Further Education Unit (Deputy Chief Officer)
John Evans		Society of Education Officers
Laurie South	O	Association of Metropolitan Authorities
Mick Farley		Liverpool LEA
Andy Hawkins		Hampshire LEA
John Laycock (to February 1988)		Employers (Imperial Chemical Industries PLC)
Joe Lee		Association of Principals of Colleges
Geoff Stanton	--	Further Education Unit (Chief Officer)
David Whitbread		Association of County Councils
Malcolm Cribb		Secretary

* Robb Wormald to May 1988
\# Pat Baxell to Nov 1986, Kevin English to May 1987
O David Falcon to August 1988
-- Jack Mansell to July 1987

MEMBERSHIP OF PROJECT TEAM

Malcolm Cribb	Project Co-ordinator
Ken Dixon Roy Price	Project Consultants

CONSULTANTS FOR STUDIES LINKED TO THE PROJECT

Ron Arnfield	Consultant on Short Courses
John Baillie	Consultant on Special Needs
John Cook	Consultant on Rural Economy
Martin Goode	Consultant on Gender Monitoring
Penny Horner	Consultant on Flexible Learning
Brian Rayson	Consultant on Unemployment
Keith Rogers	Consultant on Open Learning
Christine Ward	Consultant on WRNAFE Database

CONSULTANTS ON STUDIES ASSOCIATED WITH THE PROJECT

Mick Fletcher	Planning cycles in WRNAFE
Jack Sturgess	Quality in WRNAFE

APPENDIX 3

Special studies linked to or associated with the project

- WRNAFE in the rural context; February 1987 — July 1987.
- Quality in work related NAFE; (on MSC funded project, reference RP425) February 1987 — March 1987.
- Planning strategies for the unemployed in WRNAFE; September 1987 — May 1988.
- Flexible learning opportunities in WRNAFE; September 1987 — April 1988
- Planning strategies for short courses in WRNAFE; September 1987 — September 1988.
- Opportunities in WRNAFE for those with special educational needs; October 1987 — December 1988.
- Work-related NAFE planning cycles; (joint FEU/FESC investigation) February 1988 — June 1988.

APPENDIX 4

Interim outputs of the project

- *The Local Labour Market*, WRNAFE Bulletin No 1, February 1986.
- *A First Look at Development Plans*, WRNAFE Bulletin No 2, July 1986.
- *Marketing and Consultation*, WRNAFE Bulletin No.3, March 1987
- *WRNAFE in the Rural Context*, WRNAFE Bulletin No.4, September 1987.
- *Quality in WRNAFE*, Bulletin and report of associated study [RP425], September 1987.
- *Second Round of Development Plans*, WRNAFE Bulletin No.5, November 1987.
- *Statistical Database for WRNAFE*, WRNAFE Bulletin No.6, June 1988.
- *Flexible Learning Opportunities in WRNAFE*, WRNAFE Bulletin No.7, June 1988.
- *Gender Participation Rates in WRNAFE*, WRNAFE Bulletin No.8, July 1988.
- *Planning Strategies for the Unemployed in WRNAFE*, WRNAFE Bulletin No 9, October 1988.
- *Planning of Short Courses in WRNAFE*, WRNAFE Bulletin No 10, December 1988.
- *WRNAFE Planning and Special Educational Needs*, WRNAFE Bulletin No 11, April 1989.

Requests for copies of these bulletins should be addressed to:

The Information Centre
Further Education Unit
2 Orange Street
LONDON WC2H 7WE
Telephone 01-321-0433 Ext. 256

APPENDIX 5

Training and Occupational Classification (TOC)

The Training and Occupations Classification (TOC.NAFE) was introduced by the MSC (now Training Agency) during the first round of WRNAFE planning and, with minor revisions, the classification was made mandatory for WRNAFE plans and programmes from the second round onwards. TOC (NAFE) has provided the base for all statistical monitoring carried out by Guildford Educational Services and has been used throughout this report. A full list of the TOC groups and sub groups is given below for reference. However a second revision of TOC (NAFE), again making relatively minor changes, has been made for the 1988/89 planning round and details of the changes are given at the end of this appendix.

TOC. A ADMINISTRATIVE, CLERICAL

A. 1	Administration, clerical & management support	A.1.1	Personnel, Administration
		A.1.2	Finance & Law
		A.1.3	Operational research, Statistical and other management support
		A.1.4	Business Studies
		A.1.5	Administration
		A.1.6	Reception, Secretarial
		A.1.7	Industrial relations & safety
A.2	Information Science	A.2.1	Information science
A.3	Business Training	A.3.1	General Management (NEBSS)
A.4	Computing	A.4.1	Computing science
		A.4.2	General Computing, familiarisation and DP.

TOC. B CREATIVE, EDUCATION, RECREATIONAL

B.1	Arts & Design	B.1.1	Design
		B.1.2	Craft Production

		B.1.3	Photography & Audio Visual communication
		B.1.4	Performing Arts & Stage Management
		B.1.5	Other Art
B.2	Language & Written Communication	B.2.1	Report writing/ Authorship
		B.2.2	Language & Translation
B.3	Education	B.3.1	Teacher Training & Techniques of Instruction
		B.3.2	Provision of Educational Guidance in Training & Careers
B.4	Leisure	B.4.1	Leisure
TOC C	**HEALTH, COMMUNITY & PERSONAL SERVICE**		
C.1	Health & Paramedical	C.1.1	Nursing Studies
		C.1.2	Medical & Psychiatric diagnosis & Treatment
		C.1.3	Medical-technical
		C.1.4	Non-surgical medical
		C.1.5	Paramedical
C.2	Welfare	C.2.1	Social Work & Care for Special Groups
		C.2.2	Social Studies
C.3	Other Personal Service	C.3.1	Cleaning, Ward Auxiliary & Laundry
		C.3.2	Hair & Cosmetics
TOC. D	**SELLING & STORAGE**		
D.1	Sales & Related	D.1.1	Retailing
		D.1.2	Marketing & Advertising
D.2	Storage/Warehousing	D.2.1	Storage/ Warehousing

TOC E SCIENTIFIC

E.1	Scientific	E.1.1	Science & Mathematics
		E.1.2	Scientific Technician
		E.1.3	Dietetics & Nutrition
		E.1.4	Environmental & Public Health

TOC F HOTEL & CATERING, FOOD PREPARATION

F.1	Catering & Food Preparation	F.1.1	Food Preparation & Cooking
		F.1.2	Food Service
		F.1.3	Food Processing
F.2	Hotel/Innkeeping	F.2.1	Hotel/Innkeeping

TOC G AGRICULTURAL & RELATED SUBJECTS

G.1	Agriculture & related	G.1.1	Agriculture
		G.1.2	Horticulture, Gardening
		G.1.3	Forestry
		G.1.4	Animal Husbandry & Veterinary

TOC H FISHING

H.1	Fishing	H.1.1	Fishing

TOC J TRANSPORT OPERATING

J.1	Transport	J.1.1	Transport Operations

TOC. K CONSTRUCTION & CIVIL ENGINEERING

K.1	Construction	K.1.1	Design, Surveying & Valuation
		K.1.2	Civil Engineering & Construction
		K.1.3.	Building Trades: brick, paving, stone
		K.1.4	Building Trades: plumbing, heating, refrigeration
		K.1.5	Building Trades: wood, glazing, paint, plaster, tile

TOC L MINING, OIL EXTRACTION & QUARRYING

	L.1.1	Mining, Oil Extraction & Quarrying

TOC P MOTOR VEHICLE REPAIR & MAINTENANCE

	P.1.1	Motor Vehicle repair & maintenace

TOC R PRINTING

R.1 Printing	R.1.1	Printing & Book Production

TOC V GENERAL EDUCATION

	V.1.1	General Education

TOC W PROCESSING

W.1 Processing	W.1.1	Design, development, production planning
	W.1.2	Processing: continuous
	W.1.3	Processing: discrete
	W.1.5	Packaging

TOC X ELECTRICAL/ELECTRONIC & MECHANICAL ENGINEERING

X.1 Engineering	X.1.1	Design, development & production planning
	X.1.2	Machine tools, jig & die manufacture
	X.1.3	Component manufacture
	X.1.4	Assembly
	X.1.5	Test & Quality Control
	X.1.6	Diagnostic & maintenance
X.2 Electronic Goods	X.2.1	Manufacture of electronic goods & components

The classification system given above has been used throughout the project and is the base for all statistics used in this report. Revisions for the 1988/89 planning round are:

ADDITIONS AND RENUMBERING:

A.3	Business Training	A.3.1	Enterprise Training

[replaces former sub group A.3.1 General Management]

C.1	Health and Paramedical	C.1.5	Ambulance officers
C.3	Other Personal Service	C.3.3	Housekeeping and domestic help
F.1	Catering and Food Preparation	F.1.3	Hotel/innkeeping

REVISIONS

TOC V (General Education) has a new classification system:

V.1	Arts	V.1.1	Arts
		V.1.2	Social Studies
V.2	Science	V.2.1	Science
V.3	General Education	V.3.1	General Education

TOC W (Processing) has been reduced to a single sub group category:

W.1.1	Processing

TOC X (Engineering) has new sub groups that replace the former classification:

X.1.1	Mechanical Engineering
X.1.2	Electrical Engineering
X.1.3	Electronic Engineering
X.1.4	Planning and Quality control Engineering

EXTENSION

To allow for the categorisation of higher level training/ occupations *ALL TOCs* have a new category 9 comprising a single sub group for 'Management and Advanced Level Training'. For example:

A.9.1 Management and Advanced Level Training

FURTHER EDUCATION UNIT

Board of Management

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Allan Ainsworth, Personnel Manager, John Player Group

Members

Mr J Baker, Confederation of British Industry
Mr G A Brinsdon, Association of Metropolitan Authorities
Mr M Cross, Royal Society of Arts
Business and Technician Education Council
City and Guilds of London Institute
Mr G Kendall, The Training Agency
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Mr L J Rees, Welsh Joint Education Committee
Mr G M Rowarth, Association of Principals of Colleges
Association of Colleges for Further and Higher Education
Ms C Sherriff, Trades Union Congress
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Mr A F Warren, National Association of Teachers in Further and Higher Education
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Observers

Dr F D Duffin, Department of Education, Northern Ireland
Mrs J Hall, National Curriculum Council
Mr J Howgego, Scottish Education Department
Mr R L James HMI, Welsh Office Education Department
Professor P Thompson, National Council for Vocational Qualifications

Secretary

Geoff Stanton, Chief Officer, Further Education Unit

Objectives

The objects for which the **Further Education Unit (FEU)** is established are to promote, encourage and develop the efficient provision of further education in the United Kingdom and for that purpose:

a) to review and evaluate the range of existing further education curricula and programmes and to identify overlap, duplication, deficiencies and inconsistencies therein;
b) to determine priorities for action to improve the provision of further education and to make recommendations as to how such improvement can be effected;
c) to carry out studies in further education and to support investigations of and experimentation in, and the development of, further education curricula and to contribute to and assist in the evaluation of initiatives in further education;
d) to disseminate and publish information, and to assist in the dissemination and publication of information, about recommendations for and experiments and developments in further education.

Address

2 Orange Street, London WC2H 7WE Telephone: 01-321 0433